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ABSTRACT

A 3-year study of the operation of Chapter 1 Neglected or Delinquent (Chapter 1 N or D) Program, which provides compensatory education services to youths in state-operated juvenile and adult correctional facilities, was conducted. The study found that Chapter 1 N or D Program participants had the following characteristics: (1) over half of the youth are high school dropouts; (2) the highest grade completed was 3 years below the typical grade completed by other youth of the same age; (3) participants generally stay in the facility an average of more than 13 months; (4) most do not enroll in school on release or they enroll and soon drop out; and (5) the older the student, the less likely he or she is to enroll and to persist in school. Instruction is commonly done on an individualized diagnostic/prescriptive method with students working on packets of materials or worksheets to meet individually diagnosed deficiencies in basic skills. The most effective Chapter 1 N or D Programs included the following parameters: (1) separate educational administrations; (2) strong communication and administrative leadership at the facility and state levels; (3) creative use of funds; (4) a staff committed to correctional education; and (5) coordination between Chapter 1 and regular academic programs. Chapter 1 services also can include postrelease transitional and prerelease services. The document also provides data on program administration and administrator and educator roles. Included are 14 figures, 9 tables, and an appendix listing effective and common practices. (JB)

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UNLOCKING LEARNING: CHAPTER 1 IN CORRECTIONAL FACILITIES

Final Report:
National Study of the Chapter 1
Neglected or Delinquent Progam

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UNLOCKING LEARNING: CHAPTER 1 IN CORRECTIONAL FACILITIES

Final Report: National Study of the Chapter 1 Neglected or Delinquent Program

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We extend our appreciation to members of our advisory panel: Charles Conyers, Director, Division of Special and Compensatory Programs, Virginia Department of Education; Robert Hable, Education and Employment Section, Wisconsin Division of Corrections; William Hennis, Division of Support Programs, North Carolina Department of Public Instruction; Michael Horrigan, Senior Labor Economist, Council of Economic Advisers; J. Ward Keesling, Codirector, 1976-80 National Evaluation of Title I Programs for Neglected or Delinquent Youth; Hy Steinberg, formerly of the Texas Youth Commission; Gwynne H. Washington, Office of Educational Services, District of Columbia Department of Corrections; and Bruce Wolford, Department of Correctional Services, Eastern Kentucky University. The expertise they brought to the design stage and consultations during the implementation and reporting stages were invaluable. Steve Steurer, Executive Director, Correctional Education Association, also provided valuable assistance, particularly regarding the identification and assessment of effective practices in correctional education.

The study has three components: a descriptive study, a longitudinal study, and a study of effective practices. Each study component involved a separate data collection. Those who helped in that work were state education agency and state applicant agency coordinators of the Chapter 1 N or D program in all 50 states and the District of Columbia, education program administrators at 106 facilities across the country, teachers and students at the 38 institutions that participated in on-site data collection, staff at nine facilities that participated in case studies, and the corrections and aftercare personnel who helped trace Chapter 1 students after their release. Without the cooperation of these respondents this study would not have been possible.

Members of the Westat study team are Linda LeBlanc, David Judkins, Juanita Lucas-McLean, Alexander Ratnofsky, and Chuck Wolters. Staff of Policy Studies Associates who served the project are Michael Tashjian, Brenda Turnbull, Joanne Bogart, Christene Petry, and Michael Rubenstein. Research and Training Associates study team members are Judy Pfannenstiel, Helen Cohen, Sandra Cooney, Teddy Lambson, Barbara Lawrence, Alexa Pochowski, Brenda Rowe, and Vicki Yarnell. Rosalind Hamar served as a consultant to the descriptive study team.

EXECUTIVE SUMMARY

Young people are entering our nation's correctional facilities at an unprecedented rate, and their number is expected to increase sharply. This will be the last contact many of these youth ever have with the classroom. What is being done to educate them for life outside the institution? How has the U.S. Department of Education supported instruction for this group at greatest risk of failure? Beginning in 1987 the Department undertook a 3-year study to examine the operations of its Chapter 1 Neglected or Delinquent (N or D) program, which provides compensatory education services to youth in state-operated juvenile and adult correctional facilities. The program serves youth under age 21 who lack a high school diploma and are engaged in educational programs while institutionalized. This report summarizes the findings and recommendations of the study, and seeks to improve the services and enhance the outcomes of the federal investment.

Characteristics of Program Participants

Almost half of the youth served by Chapter 1 N or D programs are high school dropouts at the time they are committed to the correctional system. In contrast, the nationwide average for dropouts among youth 14 to 21 years of age as reported by the Census Bureau is 10 percent.

On average, the highest grade that Chapter 1 N or D youth have completed prior to entry into the correctional system is 3 years below the typical grade completed by other youth of the same age. Thus, 14-year-olds receiving Chapter 1 N or D services were typically last enrolled in the sixth grade; and 17-year-old Chapter 1 N or D participants were at the ninth-grade level. These age differentials suggest a need for different instructional strategies and curricular materials.

Whereas 10 years ago the average length of stay for Chapter 1 N or D participants was 8 months, it now exceeds 13 months. In many cases, this is the last chance an educationally disadvantaged youth has for formal education. During their stay, only 15 percent of Chapter 1 N or D youth receive a high school diploma or a general educational development certificate (GED).

The majority of participants in the program do not enroll in school upon release, or they enroll and soon drop out. Among Chapter 1 N or D youth in the study who had been released for at least 5 months:

- Some 43 percent did not enroll in school after release;
- Another 41 percent enrolled in school upon release and remained enrolled for at least 5 months; and
- The remaining 16 percent enrolled in school but dropped out within the 5 months between interviews.

The single factor that appears to be most closely related to whether or not a Chapter 1 N or D youth returns to school is the youth's age:

- Nearly all youth under age 16 returned to school after release;
- Two-thirds of 16- and 17-year-olds returned to school; and
- One-quarter of those older than 17 returned to school.

Furthermore, the likelihood of remaining enrolled after 5 months is lower for the older youth:

- Of youth under 16, 86 percent remained enrolled;
- Of 16- and 17-year-olds, 43 percent remained enrolled; and
- Fewer than 20 percent of those older than 17 remained enrolled.

Chapter 1 and other educational services that you[illegible]eceive while institutionalized do not seem to influence their educational and work-related priorities. While in the correctional setting and participating in Chapter 1, almost as many youth express the intent to return to school upon release (8 of 10) as express the need to obtain work shortly after release (9 of 10). A lack of interest in school and a need to work are among the most common reasons for not intending to enroll in school at release. Whereas many youth fail to follow through on their plans to return to school, almost all (93 percent) Chapter 1 N or D youth seek to enter the labor force immediately after their release. Most report that they need work to support themselves or to help support their families. Their ability to obtain and hold gainful employment, however, is limited. Some 5 to 10 months after their release, 24 percent have not obtained work. Given their fragmentary education,

most obtain very low paying work and many (65 percent of those finding work) report having had more than one job over that brief period of time.

At least over the short term, the majority of Chapter 1 N or D youth avoid trouble with the law. Within 5 to 10 months of release, 8 of 10 youth report having had no further problems with the law. The incidence of trouble increases over time, however. Among youth released for a period of between 5 and 10 months, 1 in 10 is back in a correctional facility and another 3 in 10, although not re-institutionalized, report having had problems with the law.

Educational Services

In facilities for juvenile delinquents, where two-thirds of Chapter 1 N or D youth live, the educational program is usually housed apart from the residential, rehabilitation, and correctional areas. The program often has a physical layout and a structured school day much like those of a high school. Discipline is enforced and, in the most restrictive facilities, movement is limited and strictly monitored. Although the educational program generally has priority, noneducational activities intrude during the school day, as students are removed from classes for counseling and other activities such as institutional work assignments, court appearances, meetings with lawyers, and health care appointments. Thus, although student-initiated class cutting might be low in a Chapter 1 N or D facility, facility-initiated interruptions may be frequent.

Teachers plan their instructional approaches around the expectation that youth may leave unexpectedly, either because they will be transferred to another facility in the correctional system or will be released. Youth entering the juvenile correctional system typically first stay in a short-term intake facility where they are evaluated and their needs determined. Assignment is then made to a long-term facility; however, transfers among facilities are common and often occur with little or no advance notice. With each transfer the educational services a youth receives are interrupted. In the adult correctional system (where participation in an educational program is often not compulsory even for school-age youth), a youth who takes classes at one facility may not enroll at the next location. The incidence of transfers is increasing as the problem of overcrowding grows.

Educational programs provided by juvenile facilities are similar in some ways to those found in regular high schools, particularly in terms of the structure of the school day and the subject matter taught:

- Nine of 10 Chapter 1 youth in juvenile facilities are engaged in academic course work that complies with state secondary credit requirements;
- Chapter 1 youth enrolled in an academic program in a juvenile facility receive, on average, 15 hours of nonfederally funded academic instruction per week; and
- Four of 10 Chapter 1 youth take vocational courses for an average of 10 hours per week.

The educational program for older youth in adult correctional facilities looks less like that of a high school. Classrooms are often not separated from cell blocks. Students are less likely to move from classroom to classroom hourly and more likely to receive instruction in a single topic over an extended period of time during the part of the day they are scheduled to attend educational programs. The blocking out of time for different activities to facilitate prisoner management may leave too short a period for youth to participate in a full educational curriculum, and the youth in adult facilities are less likely to be enrolled in academic classes and more likely to be enrolled in vocational education. Enrollment in programs that provide alternatives to high school diplomas, such as GED and adult basic education (ABE), also is more common in the adult facilities than in the juvenile facilities. In the adult setting:

- One-half of Chapter 1 N or D youth take academic classes for 12 hours a week on average;
- One-half are enrolled in vocational courses; and
- Once enrolled, the youth typically spend an average of 16 hours a week in a vocational classroom.

Eight of 10 facilities with Chapter 1 N or D programs offer reading and mathematics classes. Overall, three-quarters of Chapter 1 N or D youth receive instruction in reading or language arts for 5 hours per week on average in juvenile facilities and 8 hours per week in adult facilities. Half of all Chapter 1 N or D students receive instruction in mathematics, for 5 hours a week in juvenile facilities and for 6 in adult facilities. Although statutorily allowed to do so, fewer

than one-third of facilities with Chapter 1 programs use these funds for nonacademic purposes such as counseling or teaching life skills and social skills.

In the corrections setting, 60 percent of Chapter 1 teachers teach their students outside their regular classes (the pullout model). Another 30 percent of teachers reported that they provide all Chapter 1 academic instruction within the students' regular classroom (in class model). The remaining 10 percent of teachers provide Chapter 1 instruction in settings that do not require students to be away from their primary classroom by instructing Chapter 1 students while they are in their regular classrooms. These service delivery models have important implications for coordination. Although 80 percent of Chapter 1 N or D teachers reported coordinating with regular classroom teachers at some level, there is little curricular integration of Chapter 1's supplementary instruction with regular classroom activities.

Instructional Methods. Individualized diagnostic/prescriptive methods are widely used in correctional education, particularly in Chapter 1 N or D classrooms. In three-quarters of these classrooms students work on packets of materials or worksheets to meet individually diagnosed deficiencies in basic skills. This approach provides teachers with a means to address the diverse needs and achievement levels characteristic of a correctional education classroom. Correctional educators believe that this individualized approach contrasts favorably with the earlier educational experiences of these youth. In practice, however, individualization is limited to a primarily sequential curricular approach that demands mastery of the same basic skills prior to the introduction of more advanced skills. The typical correctional educator uses essentially the same instructional method for all students--independent seatwork focused on drill and practice.

Such preprogrammed instructional approaches reflect the conventional educational view that basic skills are a prerequisite to attainment of higher-order skills. Researchers now contend that this traditional approach fails to adequately challenge students in reading, writing, and mathematics adequately and does not accelerate learning. Current research[1] emphasizes the importance of using curricula that are based on the knowledge youth need to succeed in society, as well as teaching higher-order thinking skills in the classroom.[2] Nevertheless, fewer than half of

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[1]J. Brophy, "Effective Schooling for Disadvantaged Students," in Better Schooling for the Children of Poverty--Volume 2: Commissioned Papers and Literature Review (Menlo Park, CA: SRI International. Washington, DC: Policy Studies Associates, 1990).

[2]W. Doyle, "Classroom Tasks: The Core of Learning From Teaching," in Better Schooling for the Children of Poverty--Volume 2: Commissioned Papers and Literature Review (Menlo Park, CA: SRI International. Washington, DC: Policy Studies Associates, 1990).

Chapter 1 N or D teachers report using materials such as newspapers, classified ads, job application forms, restaurant menus, and income tax forms, which, particularly for N or D students, demonstrate the relationship between classroom learning and skills needed to function in the community. These materials can also help bridge the gap between basic and higher-order skills.

Effective Strategies. Problems with conventional instructional approaches are compounded in the juvenile or adult correctional facility when the unique needs of adult learners are not specifically addressed. Youth in Chapter 1 N or D programs are likely to have a history of academic failure, which undermines their self-confidence[3] and their ability to succeed in educational programs.[4] Researchers recommend a variety of methods to enhance adult learners' self-image: ensuring success by assigning tasks within the reach of each student, giving positive feedback, providing learning environments that differ from the traditional environment associated with failure, and promoting lively interaction between students and teachers. Effective teachers of these youth seek to instill in their students a belief in the value of education. Some of the programs in facilities aim specifically to provide youth with the knowledge and skills they need to return to school.

Characteristics associated with effective programs in correctional settings were:

- Separate correctional and educational administrations;
- Strong administrative leadership at the facility, educational program and state levels, including good communication across all administrative levels;
- Creative use of Chapter 1 funds;
- Educational staff committed to correctional education;
- Coordination between Chapter 1 and regular academic programs;

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[3]M. Knowles, The Modern Practice of Adult Education. From Pedagogy to Andragogy (New York: Association Press, 1980).

[4]G.H. Irish, "Reaching the Least Educated Adult," in Gordon G. Darkenwald and Gordon A. Larson, eds., Reaching Hard to Reach Adults, New Directions for Continuing Education Series, no. 8 (San Francisco, CA: Jossey-Bass, Inc., 1980).

- Use of a variety of teaching methods and materials that focus on competence, promote more advanced skills and motivate student interest; and
- A variety of non-educational support services designed to foster the transition of students to the community upon their release.

Transition from Facility to Community: Services to Youth

Over the past decade the Chapter 1 N or D legislation has been broadened to allow postrelease transitional as well as prerelease services. This section describes both types of services.

Services Prior to Release. Correctional facilities participate in the transition to the community by providing prerelease transitional services; for example, 80 percent of juvenile and adult Chapter 1 N or D facilities provide counseling on substance abuse and training in how to enroll in school. The youth who received such services generally believe them to be helpful, although there is insufficient evidence to link these services definitively with postrelease successes.

Student interests and motivation in prerelease transitional programs can be enhanced by bringing in residents from nearby communities as speakers, tutors, and trainers. Not all facilities are able to call on such resources, however, because many are geographically remote and isolated from the residential and commercial areas where such resources are common. Community representatives serve on vocational advisory boards at just over half of all Chapter 1 N or D facilities.

Services After Release. Upon release, Chapter 1 N or D youth generally return to the community from which they came and to the same living arrangements they had before commitment. At the time of their release, 9 of every 10 Chapter 1 N or D youth are assigned an aftercare worker who is responsible for overseeing postrelease transition.

Most aftercare workers are employees (or officers) of the court system or of the correctional system to which the youth was committed (e.g., the department of youth services or the department of corrections). They often report carrying heavy caseloads, which make it difficult to provide adequate services. In many cases the only contact a youth has with aftercare officers is by telephone. About 40 percent of the youth are required to contact their aftercare worker at least once a week; another 19 percent are in touch two to three times a month. The remainder speak

with their aftercare officer even less often. Approximately one-quarter of released youth receive some form of professional counseling in addition to having an aftercare officer. Generally it is the aftercare worker who arranges these services.

None of the states report currently using their Chapter 1 N or D funds to provide postrelease transitional services, mainly because providing such services would require taking funds away from the correctional facilities that provide services to youth while they are institutionalized. In addition, regulations require that any such services be provided through the local public school system to which the youth returns. The myriad hurdles to be overcome by states in order to implement such programs also include the lack of tracking systems, the distribution of Chapter 1 N or D youth from a single facility to school districts throughout a state after release, low rates of enrollment in public schools after release, as well as little likelihood that youth who do not return to school will establish ties with the local school system.

All evidence indicates that Chapter 1 N or D youth continue to have serious educational deficiencies after they leave the correctional facility and need more postrelease support. Current incentives for states to address the complex issues of how Chapter 1 might provide such services and what those services should be apparently are not sufficient. These agencies need to be encouraged to recognize the importance of transitional services and to explore alternative designs for meeting these needs. Funding may need to be targeted to such programs so that state education agencies do not perceive them to detract from existing services to the institutionalized population.

Program Administration

As already noted, over the past decade the number of confined youth has continued to rise, and so the need for compensatory education services, particularly within the juvenile justice system, has increased. Over the decade, increased state contributions to corrections education in facilities with Chapter 1 N or D programs compensated for the shortfall in federal funds to some extent, but Chapter 1 N or D now accounts for a much smaller proportion of the total education budget of participating state-operated juvenile and adult correctional facilities (10 percent in fiscal 1988) than it did a decade ago (19 percent in fiscal 1978).

Numbers Served. In October 1988, the Chapter 1 N or D program was estimated to be serving 24,600 youth--a figure that is 25 percent lower than the number reported to be served in 1976. Within participating facilities, the states report serving about the same proportion of eligible students as they did in 1976.[5]

One method the states have used to maintain the level of service within facilities is to reduce the number of facilities receiving funds. The number of Chapter 1 N or D facilities has declined by one-third in the last 5 years, from just under 600 to about 400. One-half of state applicant agencies (SAAs) report that not all eligible facilities participate; funding limitations are often cited as a reason for nonparticipation.

Chapter 1 Operations. One-half of all facilities that offer Chapter 1 N or D programs are operated by juvenile justice systems. Two-thirds of all participating students reside in facilities operated by juvenile justice systems.

The role of education, and of Chapter 1 N or D, differs in adult and juvenile settings. Rehabilitation in general and education in particular consume larger proportions of the total resources of facilities in the juvenile system. For example, education accounts for an average of 15 percent of the total facility budget in juvenile facilities versus 5 percent in adult facilities. Chapter 1 funds, in turn, account for 10 percent of educational funding in juvenile facilities and 5 percent in adult facilities.

Particularly in adult correctional facilities, program administrators report a lack of fit between Chapter 1 and the general education program the facility operates. On the basis of age alone, Chapter 1 excludes the majority of the inmates whom administrators of adult facilities believe might benefit from compensatory education--those over 20 years of age.

Educational administrators require some means of targeting the most needy students from among those eligible for Chapter 1. This is more an issue in juvenile facilities where selection decisions are made by education administrators. In adult facilities, otherwise eligible youth tend to choose not to participate. Administrators use standardized tests to identify students

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[5]J.C. Pfannenstiel and J.W. Keesling, Compensatory Education and Confined Youth: A Final Report (Santa Monica, CA: Systems Development Corporation, 1980).

in greatest need. These tests can be readily administered and provide documented criteria for selection, but they are not always a sound measure of achievement for youth in correctional settings.

Program evaluations, in turn, are largely based on the aggregation of individual student evaluations, usually using standardized test data. These program evaluations have the same disadvantages as the tests on which they rely and thus are not necessarily valid indicators of program success. Evaluations are also often driven by the criteria states use to evaluate Chapter 1 program performance: maintaining and improving educational achievement, maintaining school credits, and returning to a regular or special education program operated by a local education agency. Yet 42 percent of Chapter 1 N or D participants are high school dropouts who will not return to their local high school to complete their education once released. Instead, most of the youth the program serves will immediately upon their release seek to find and hold a job in order to support themselves and often their families. The fact that few seek further education suggests that these youth do not see the link between education and gainful employment.

Facility administrators tend to find conforming with student selection, recordkeeping and evaluation criteria burdensome and out of proportion to the amount of resources Chapter 1 contributes. The student selection and evaluation requirements used in many states and facilities indicate a lack of understanding of the flexibility available within federal program regulations. Program administrators at the state and facility levels should be encouraged to develop programs that emphasize more realistic expectations for institutionalized youth. Such programs would be evaluated by measuring student outcomes along multiple dimensions and in multiple ways.

Roles of Chapter 1 N or D Administrators and Educators. Chapter 1 N or D funds flow through the state education agency (SEA) to one or more state applicant agencies and then to the correctional facility. The SAA, the program's primary administrative agent, is often a department of youth services or a state department of corrections. A few states have specialized school districts encompassing correctional facilities. Thus agencies with key administrative roles in Chapter 1 N or D often do not have education as their primary mission, and the SEAs to which the SAAs look for such guidance lack familiarity with the unique problems faced by corrections educators.

Chapter 1 N or D is usually a secondary responsibility for staff charged with program administration. Staff with the largest time commitment to the administration of Chapter 1 N or D are found at the SAA, where one SAA staff member may devote half time to the program. In contrast, SEA and facility administrators, on average, spend about 15 percent of their time on Chapter 1 N or D. The typical juvenile facility has two Chapter 1 teachers and one aide. The typical adult facility, with half as many Chapter 1 students, averages less than two full-time Chapter 1 staff, including one teacher.

Staff development opportunities for teachers vary widely. Although all Chapter 1 N or D teachers report receiving some in-service training in instructional planning or during the year, the actual number of hours per teacher per year ranges from 1 to over 100. Facilities may depend on the educational staff for custodial care of their residents and often impose institutional constraints on release time. Geographic isolation, limitations on travel, and limited funds for substitute teachers also serve to constrain Chapter 1 N or D teachers' participation in in-service training.

The challenges facing Chapter 1 N or D administrators and educators are expanding. Not only is the number of youth in need of services continuing to increase, but also the Hawkins-Stafford Amendments of 1988 encourage program improvement through such methods as better coordination of instructional services, increased integration of advanced thinking skills into the Chapter 1 curriculums, and greater flexibility in program design and service delivery models.

Federal and SEA program managers need to direct more dissemination and technical assistance to Chapter 1 N or D administrators and teachers. Program managers need to encourage Chapter 1 N or D teachers to use innovative methods to enable their students to become active learners and productive members of society.

1. INTRODUCTION

The Chapter 1 program is intended to meet the educational needs of the nation's educationally disadvantaged youth. The state-operated Chapter 1 Neglected or Delinquent (N or D) program is specifically targeted to youth living in correctional facilities for whom states provide elementary or secondary education, and thus serves some of the nation's most educationally disadvantaged youth.

In October 1988, 24,600 youth in state-operated correctional facilities were receiving federally funded compensatory education services under the auspices of this program. This figure represented one-half of the eligible residents in the roughly 400 facilities offering Chapter 1 N or D services. In fiscal 1989, federal funding of the program was $32.8 million.

State-operated facilities with an average length of stay of at least 30 days are eligible to operate a Chapter 1 N or D program. To participate, a youth must be under 21, lack a high school diploma, and, at the time Chapter 1 services are provided, must be enrolled for at least 10 hours per week in a regular program of instruction supported by nonfederal funds. In order to target limited resources to the neediest youth, the state agencies and facilities administering the program often impose additional requirements such as low test scores and other achievement-based criteria.

All youth participating in the program have failed to achieve in the regular education system. A disproportionate number are high school dropouts at the time they enter the correctional system. Even among those who were in school prior to institutionalization, their grade level averages were several years below the grade levels for most youth of similar ages.

Purpose and Organization of This Report

The purpose of this report is twofold: it provides policymakers and program administrators with an assessment of how the Chapter 1 N or D program is operating, and it presents recommendations as to how it might be made more efficient and effective in achieving its objectives.

Chapter 2 of this report describes the characteristics of youth in correctional facilities, the educational needs of youth receiving Chapter 1 services in correctional facilities, and the broader correctional education experiences of these youth. The statute states that Chapter 1 N or D funds are to be used to operate programs and projects that meet the special educational needs of youth in eligible state-operated facilities for neglected youth and for delinquent youth. Exactly what these special educational needs are is best determined by understanding the characteristics of the population meeting the program's eligibility criteria and the youth selected for services on the basis of being most needy. The nonfederally funded, regular education services received by participants help determine the type and nature of Chapter 1 services. The expectation is that the overall effectiveness of the facility's education program will be enhanced by adding Chapter 1 services.

Chapter 3 assesses the educational services program participants receive. It describes the experiences of youth in the program, characteristics of their teachers, and instructional methods and educational practices in the corrections environment.

The Chapter 1 N or D program has the potential to improve the life chances of a very needy group of young people who are unable to participate in the programs of local education agencies. With the exception of transitional services, the services can be provided only while youth reside in participating facilities; N or D services are a short-term treatment. The exception of transitional services is the result of recent changes to the program that allow Chapter 1 N or D funds to be used for projects that facilitate the transition of youth from participating state-operated facilities to local education agencies. Here again, the nature of these services is best understood within the context of the needs of program participants. Chapter 4 discusses the transition of youth back to the community. It describes the transitional services these youth receive while in the facility, their postrelease educational experiences, their employment and living situations, and their postrelease encounters with the law.

The Chapter 1 N or D program is administered by the U.S. Department of Education's Compensatory Education Programs Office. Chapter 1 N or D funds are awarded to state education agencies (SEAs). As grantees, SEAs are responsible for overseeing the Chapter 1 N or D program--identifying the agencies that will receive grants and monitoring compliance with federal regulations. Because state applicant agencies (SAAs) have the responsibility of providing educational services to youth living in facilities for neglected or delinquent youth, they are the

agencies through which the funds are directed to individual facilities. SAAs apply for Chapter 1 N or D funds, design the projects, and supervise their operations at the recipient institutions. The facilities themselves are responsible for day-to-day management of the education program. Facility staff select students to participate in the program and provide services within the context of their educational programs. Chapter 5 of this report reviews findings on the structure and operation of the Chapter 1 N or D program. The chapter describes the agencies and staff that administer Chapter 1 N or D; the size of the program and the facilities that participate; the financial and personnel resources that support the education of incarcerated youth; and the problems reported by program administrators.

This report is intended to provide information which will be used to improve the services provided to these youth and to enhance the outcomes of the federal investment. With this in mind, Chapter 6 of the report proposes steps to align program operations more closely with the intent of the law and regulations.

Background

In the fall of 1987, the U.S. Department of Education funded a national study of the ECIA Chapter 1 Neglected or Delinquent program.* This is the first nationally representative study conducted of this program since 1980, and had descriptive, longitudinal, and effective education practices components. Five broad objectives were established for the overall study design:

1. Review existing information about the characteristics of the juvenile population, the types of services provided by correctional institutions, and the effects of those programs;

2. Collect descriptive information on educational and support services provided by state-operated Chapter 1 N or D programs and the characteristics of program participants, and compare program services and participant characteristics with regular education programs;

3. Provide information on state administration of the program;

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*The study was initiated and most of the data were collected before program regulations were issued in response to the Hawkins-Stafford Amendments of 1988.

4. Describe the experiences of Chapter 1 N or D participants and compare these experiences with those of eligible youth who do not receive Chapter 1 services; and

5. Identify and describe effective practices in the Chapter 1 N or D program.

The current study builds on the experiences of the study conducted a decade earlier, but differs from that project in several ways: it was decided not to administer achievement tests to surveyed youth as had been done in the prior study and to focus the longitudinal study activities exclusively on youth who had received Chapter 1 N or D services while in a correctional facility. The decision not to test students reflected the earlier experience that youth received such brief exposure to Chapter 1 N or D that it was inappropriate to look for gains. The discussion also accommodated earlier concerns regarding the accuracy of such measures when taken in the context of many correctional settings. Using data from the earlier study and in consultation with the project advisory panel and officials of the Department of Education, it was decided that no attempt would be made to identify and monitor a comparison group. This decision reflected the findings of the earlier study indicating that the eligibility criteria used by facilities preclude finding comparable institutionalized youth who do not participate in Chapter 1 N or D programs.

Several interim reports prepared over the course of the project have addressed specific research objectives. A literature review was completed in April 1988 and reported under the title "Review of Information on Institutionalized Youths and the ECIA Chapter 1 Neglected or Delinquent Program." Detailed findings of the descriptive study were reported under the title "Unlocking Learning: Chapter 1 in Correctional Facilities, Descriptive Study Findings: A National Study of the ECIA Chapter 1 Neglected or Delinquent Program." Effective practices in correctional education programs with Chapter 1 N or D are the focus of a separate report submitted to the Department under the title "Unlocking Learning: Chapter 1 in Correctional Facilities, Effective Practices Study Findings: National Study of the ECIA Chapter 1 Neglected or Delinquent Program." The findings of the longitudinal tracking of Chapter 1 youth over a 10-month period were reported under the title "Unlocking Learning: Chapter 1 in Correctional Facilities, Longitudinal Study Findings: National Study of the ECIA Chapter 1 Neglected or Delinquent Program." This final report highlights the findings of the three component studies and reviews their policy implications.

Study Methods

As already noted, the study had three components: a descriptive study, a longitudinal study, and a study of effective practices. Information for the descriptive study was obtained through four activities: a review of extant information on institutionalized youth and the Chapter 1 N or D program, mail surveys of all state education agencies and state applicant agencies, a mail survey of a nationally representative sample of 120 facilities receiving Chapter 1 N or D funds, and site visits to a subsample of 40 of these 120 facilities. Baseline data for the longitudinal study on a sample of youth were collected in conjunction with descriptive data about Chapter 1 participants in state-operated facilities. These youth were reinterviewed at two approximate 5-month intervals following the baseline data collection effort. Information for the effective practices study was based on case studies at 9 facilities. Nine sites were selected for the effective practices case studies using criteria based on effective schools research. Nominations came from several sources. Members of descriptive study site-visit teams nominated several sites they had visited. In addition, programs that had been recognized as exemplary under both the Secretary of Education's Recognition Program for Effective Chapter 1 Programs and the National Institute of Corrections/Correctional Education Association/Project Literacy U.S. were considered as possible sites. Members of the advisory panel and Department of Education staff reviewed the nominations to arrive at final selections. Case studies focused on administrative practices, instructional focus and methods, educational program staffing, coordination, student assessment and transitional services. The development of instruments and observational protocols were guided by the 13 Criteria for Effective Chapter 1 Programs.

An advisory panel consisting of state-level personnel involved with correctional education, researchers with expertise in longitudinal studies and corrections education, and interested federal officials, helped to guide the research and reporting. The panel met twice during the planning phases of the study, reviewed all major reports, and discussed the final report and policy implications of the study findings.

The state surveys were administered in the fall of 1988 and the last responses were received in spring 1989. All SEAs and 94 percent of the SAAs responded to the request for information. The mail survey of facilities was begun in January 1989 and responses were received from 90 percent of the facilities surveyed. Because only about 5 percent of all program recipients live in institutions for neglected youth, these youth were excluded from the sample from which the

120 facilities were selected. However, to obtain comprehensive statistical information about state programs, SAAs were asked to provide information about these facilities.

Between March and May 1989, 38 of the 40 subsampled facilities offering Chapter 1 N or D programs were visited by two-person study teams. (Two of the 40 facilities in the original sample no longer participated in Chapter 1 N or D.) The school's principal or education administrator and the person most knowledgeable about Chapter 1 N or D were interviewed about the education program and the Chapter 1 N or D program. Samples of two regular education program teachers and up to three Chapter 1 N or D teachers at each facility were asked to complete questionnaires about themselves and their teaching methods. Data were gathered on a sample of participants, as well as on the facilities and their operation of Chapter 1 N or D. Samples of 670 students enrolled in Chapter 1 N or D and 243 nonparticipating eligible students were selected. Eighty-seven percent (including 585 Chapter 1 N or D students) completed a questionnaire about their family, education, employment, and correctional backgrounds. Information was also abstracted from the records of the youth regarding their family, education, and correctional experiences. The students were told of the longitudinal nature of the study and were asked to provide information that could be used to locate them for a telephone follow-up.

Telephone follow-up interviews were conducted in October/November 1989 and again in March 1990. The 585 Chapter 1 N or D youth who had completed a baseline questionnaire were eligible to be contacted for the first follow-up. Released students were traced using information they had provided at the baseline interview and information provided by the correctional system. When located, they were questioned about services they had received prior to release, and about services received and experiences they had had since release. Youth still in a correctional facility were asked about educational services they were currently receiving and their postrelease plans. Youth who completed the first follow-up interview were eligible for inclusion in the second follow-up. A limited number of students who could not be interviewed at the time of the first followup because the correctional facility in which they lived was in lockdown for the entire data collection period were retained in the study. The second and final telephone follow-up was conducted of those responding to the first follow-up in March 1990. The tracing and interviewing procedures were similar to those employed for the first follow-up interviews. A total of 338 Chapter 1 N or D students were located and responded to the interview for the second follow-up--50 percent of the original sample. The elapsed time between baseline and second follow-up was between 10 and 12 months, depending on the date of the initial site visit. This

report refers to this as a 10-month follow-up period because that is the amount of time that elapsed for most youth.

The data from the SEA and SAA surveys referenced in this report are based on actual counts of responses. The data from facilities have been weighted to represent all facilities participating in Chapter 1 N or D as of winter 1989. The data provided by program staff and students have been weighted to represent the programs and Chapter 1 N or D students in juvenile and adult facilities as of spring 1989. The facility and student weights have been adjusted to correct for problems of unit nonresponse, taking into account type of facility and, for longitudinal data, sampled Chapter 1 N or D students' incarceration status at the time of the final interview.

From October to December 1989 two-person teams collected data during 2-to-3-day site visits to the facilities. During each visit the educational program administrator was interviewed. Team members disseminated teacher questionnaires which Chapter 1 and regular teachers completed and returned by mail. Informal discussions were also held with the Chapter 1 and regular teachers. Regular and Chapter 1 N or D teachers completed survey questionnaires and participated in informal discussions. Members of the site-visit team observed the facility structure and environment and classroom instruction. Team members observed the same class of Chapter 1 N or D or non-Chapter 1 students at least twice. Team members prepared a case study report that described the corrections context in which the Chapter 1 N or D program operated, and identified particularly effective Chapter 1 N or D or other educational practices.

2. THE POPULATION SERVED

The Chapter 1 N or D program serves a continually changing population. Youth enter and leave the program daily as they are referred by the courts, transferred into and out of facilities, and released from the system. Thus, although state agencies reported that 24,600 students were receiving services on a given day in October 1988, a cumulative count would indicate a higher number of participants over the course of a year. On that October day in 1988, 67 percent of the reported recipients of Chapter 1 N or D services lived in facilities for juvenile delinquents, 28 percent were in adult correctional facilities, and only 5 percent of the total were in facilities for neglected youth. This study focused on youth in the juvenile and adult correctional systems.

The key findings addressed in this chapter are:

- **Because funding has remained constant over the past decade, the program has been serving an ever smaller proportion of institutionalized youth.** Program funding was $32 million in fiscal 1980 and remained at this level through fiscal 1988. The number of youth in juvenile justice facilities increased over this time while the number of participating facilities and the number of Chapter 1 N or D participants decreased.

- **Among all participating facilities, approximately half the eligible population receives Chapter 1 N or D services.** This percentage is about the same as the percentage in 1976. Over the decade, the proportion of eligible youth participating in the program in juvenile facilities has declined 10 percent. The reasons cited most frequently are a lack of sufficient funds and a lack of classroom space. In adult institutions student refusal of services and behavioral problems are the primary reasons.

- **The Chapter 1 N or D population has many of the characteristics of "at risk" youth.** For example, the highest grade completed on average by Chapter 1 N or D participants was 3 years behind the modal grade for youth their age; the family structure and living arrangements of participants are similar to those of youth in poverty; and participants have generally attended more schools than would be required to progress through the sequence of elementary school, middle school, and high school.

- **There are several important differences between program participants in juvenile and in adult correctional facilities.** The students differ by age, number of prior commitments, school attendance status at time of commitment, highest grade completed, and prior work experience.

This chapter first describes the differences between youth in juvenile facilities and those held by the adult corrections systems. It then describes the selection of participants and compares the characteristics of youth who receive Chapter 1 N or D services with the characteristics of eligible youth who do not participate in the program. The chapter concludes with an examination of the correctional experiences of Chapter 1 N or D youth.

Characteristics of Youth in Correctional Facilities

"Delinquent" youth are held in facilities for juvenile delinquents when they have committed a juvenile (versus criminal) offense or a status offense. A juvenile offense is one that would be a crime if it were committed by an adult; a status offense is an offense by virtue of the age of the perpetrator (e.g., running away, truancy, incorrigibility). The Department of Justice reports that 94 percent of the inmates of public juvenile facilities (which include local detention facilities) in 1987 were being held for juvenile offenses; the remainder were held for status and other nondelinquent offenses. The proportion of youth held because of status offenses has been steadily declining as philosophies in the field of juvenile justice have changed concerning the appropriateness of detention or institutionalization for these types of behavioral problems. The proportion held for status offenses in state facilities is now half of what it was at the time of the last national evaluation of the Chapter 1 N or D program.

Youth are committed to facilities operated by the adult correctional system when they have been convicted of having committed an offense as an adult. State laws vary as to the age at which youth are treated as adults rather than juveniles, with 18 years the cutoff age in most states. Additionally, youth may be treated as adults by virtue of the severity of the offense or under "habitual criminal" statuses. States may, but do not always, segregate these youth from older offenders by placing them in youthful offender facilities operated by the adult correctional system.

Studies of delinquent youth have found that these youth manifest social and school behaviors that differ from those of their nondelinquent peers in the following ways:[1]

- Delinquents are more than three times as likely to have repeated a grade in school as nondelinquents are;
- Eighty percent of delinquents are suspended from school because of their behavior, compared with 30 percent of nondelinquents;
- Delinquents are almost three times as likely to miss at least 15 days of school per year;
- Delinquents are five times as likely to work full time while attending school and less likely to work part time while attending school; and
- Delinquents are less likely to read well enough or use math well enough to earn passing grades.

Juvenile delinquents and young adult offenders have also been found to demonstrate the following behaviors that inhibit successful learning:

- Many have had a long history of truancy before finally quitting school;
- They have exhibited behavioral problems when they were in class; and
- They are street-wise young people who may read at only the fifth- or sixth-grade level but would quickly reject educational materials geared to the 11-year-old sixth grader in the public schools.[2]

Two studies by the Office of Juvenile Justice and Delinquency Prevention (OJJDP) of the Department of Justice provide information on additional characteristics of these youth.[3,4] OJJDP data indicate that the population of youth in custody of the juvenile justice system is overwhelmingly male (93 percent). In 1987, an estimated 53 percent of this population was white

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[1]B.J. Kane and R.C. Bragg, "School Behavior Study," Journal of Correctional Education 35, no. 4 (1984):118-122.

[2]A.R. Roberts, "Instructional Technology Behind Bars," Educational Technology 19, no. 1, (1979):26-29.

[3]A.J. Beck, S.A. Kline, and L.A. Greenfeld, Survey of Youth in Custody. Bureau of Justice Statistics, Special Report (Washington, DC: U.S. Department of Justice, 1988).

[4]B. Allen-Hagen, Public Juvenile Facilities, 1987, Children in Custody. Juvenile Justice Bulletin (Washington, DC: U.S. Department of Justice, 1988).

and 41 percent was black; Hispanics (of all races) constituted 19 percent of youths held in juvenile facilities. The majority (61 percent) of youth in juvenile justice facilities were between the ages of 15 and 17, and their median education level was 8 years of school.

About 70 percent of the youth in public facilities reported to OJJDP that they had not lived with both parents while growing up. Forty percent of the youth in the juvenile justice system were reported as being held for violent offenses, 60 percent were reported as using drugs regularly, and 40 percent were reported to be under the influence of drugs at the time of their offense. Almost 43 percent of the youth in the population reported by OJJDP had been arrested more than five times.

Although youth in juvenile facilities are among the nation's most economically and educationally disadvantaged, research shows that disadvantaged youth who have experienced repeated school failure are not less educable. New evidence indicates that adult learners bring to their educational experience previously acquired knowledge, experiences, and skills that help learning, but different teaching methods are needed for this population. For example, new research suggests the importance of reducing emphasis on progress through a structured curriculum for these students and redirecting attention to problem-solving, decision-making, and other higher-order applications. Later sections of this report examine the educational experiences these youth encounter while in the correctional system in light of emerging theory.

As the number of youth committed to juvenile justice facilities rises, the problem of teaching institutionalized youth is increasing in size and seriousness. In 1987 OJJDP reported a census day count of 53,503 youth confined in 1,100 public juvenile facilities--a 10 percent increase over the number reported for 1983. The OJJDP count includes youth held in long-term and short-term juvenile facilities operated by local and state governments. (Thus this figure includes young people held in facilities that are not eligible to participate in Chapter 1 N or D because of their short stay.) When the count was limited to state-operated, long-term juvenile facilities, the OJJDP estimated that 25,000 youth were held in 560 facilities nationally on census day in 1987. Both OJJDP figures underrepresent Chapter 1-eligible facilities because they do not include youth held in the adult correctional system.

The Eligible Population and Program Participants

A later section of this report examines how states decide which facilities will receive Chapter 1 N or D funds-decisions that are resulting in fewer participating facilities than a decade ago. Because only youth in participating facilities can receive program services, these decisions have had the net effect of reducing the pool of eligible youth. About half of all eligible youth living in facilities with Chapter 1 N or D programs participated in them. Facilities must decide which of their eligible residents will participate.

The criteria that state agencies and facilities use to select participants from among the youth meeting minimum federal guidelines for eligibility are generally those that identify the most educationally needy of the eligible youth. One-third of the states use number of years below grade level and low standardized test scores to select students for Chapter 1 N or D. Education administrators at 76 percent of participating facilities report using test scores for this purpose; 42 percent take into account the recommendations of staff who work with the youth when making their determinations.

In 1988, 56 percent of the eligible population in juvenile facilities received Chapter 1 N or D services, while only 38 percent of eligible students in adult institutions received those services. Nearly all eligible youth in institutions for neglected children were participating in the program. In 1976, however, nearly two-thirds of the eligible population in participating juvenile facilities were receiving services.

A majority of Chapter 1 coordinators in juvenile facilities reported that more eligible students would be served if more resources, including money and physical space, were available. Only 6 percent of juvenile facilities reported that they could serve all eligible students willing to receive Chapter 1 N or D services.

In adult institutions, conversely, only 6 percent of program coordinators cited lack of resources as the reasons for low participation rates. Well over half (61 percent) of the adult facilities reported serving all eligible students who are willing to receive Chapter 1 N or D instruction. In adult facilities, student refusal of services, behavioral problems, and schedule conflicts with work activities are the three reasons most frequently cited for the low rate of

participation in Chapter 1 N or D among eligible youth. Each of these factors reflects the greater role of student choice in education programs within adult institutions and the lower priority for education there.

Although the proportion of eligible youth reported as served in 1988 is roughly the same as a decade earlier--one-half--the number of program participants in juvenile and adult facilities has decreased in the past decade. According to data reported by representative samples of facilities, only 75 percent as many youth were estimated to be participating in Chapter 1 N or D on a given day in the fall of 1988 as were estimated to be participating on a given day in the fall of 1976.

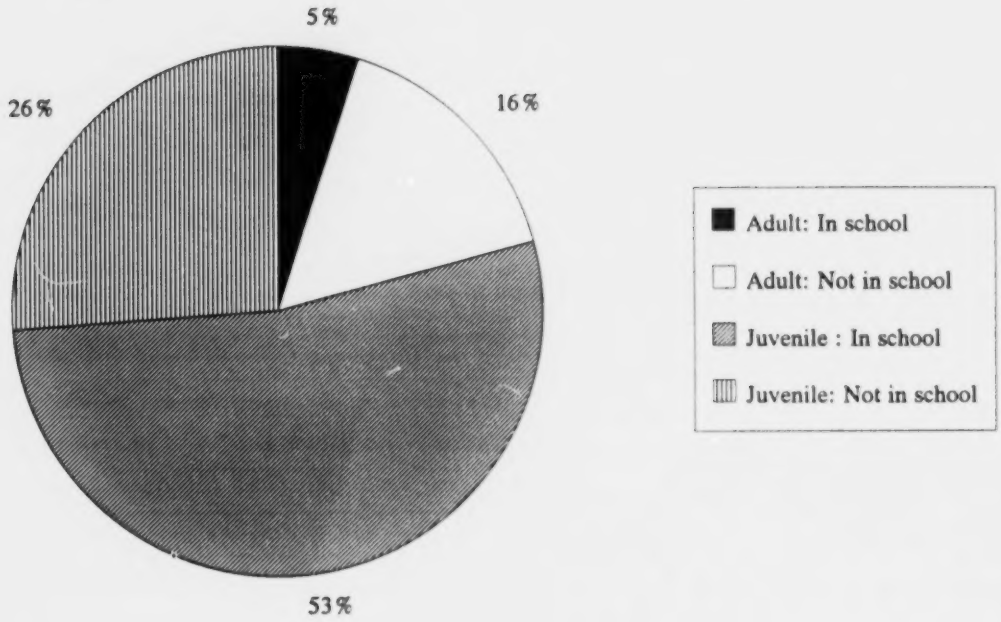
Characteristics of Youth Receiving Chapter 1 Services in Correctional Facilities

Over time the Chapter 1 N or D program has focused increasingly on youth in juvenile and adult facilities. State-operated facilities for neglected youth represented only 5 percent of the total program participants on a given day as of the fall of 1988, a decrease from the 10 percent of participants estimated in the fall of 1976, and there has been no relative redistribution of youth across juvenile delinquent and adult correctional facilities. Of the youth who were receiving Chapter 1 N or D services while in those two types of facilities, 73 percent were held in facilities for juvenile delinquents and 27 percent were in adult correctional facilities on a given day as of fall 1976 and fall 1988. The remainder of this discussion focuses only on participants held in juvenile or adult correctional facilities.

Some 53 percent of Chapter 1 N or D program participants are youth held in a juvenile facility who were enrolled in school at the time of commitment. Another 26 percent of the participants are youth in these types of facilities who were not in school. The remaining participants are held in adult correctional facilities. Only 5 percent of all participants were students at the time they were incarcerated in the adult correctional system (Figure 2-1).

Because age usually determines whether a youth is committed to the juvenile or adult system, the population in adult facilities is, on average, several years older than the population in juvenile facilities. Children as young as 13 participated in this study, and even younger children are reportedly among those served. The federal cutoff for Chapter 1 N or D eligibility is age 21,

Figure 2-1. Distribution of Chapter 1 N or D Participants by Type of Facility and School Attendance at Commitment



Source: Student Record Abstract.

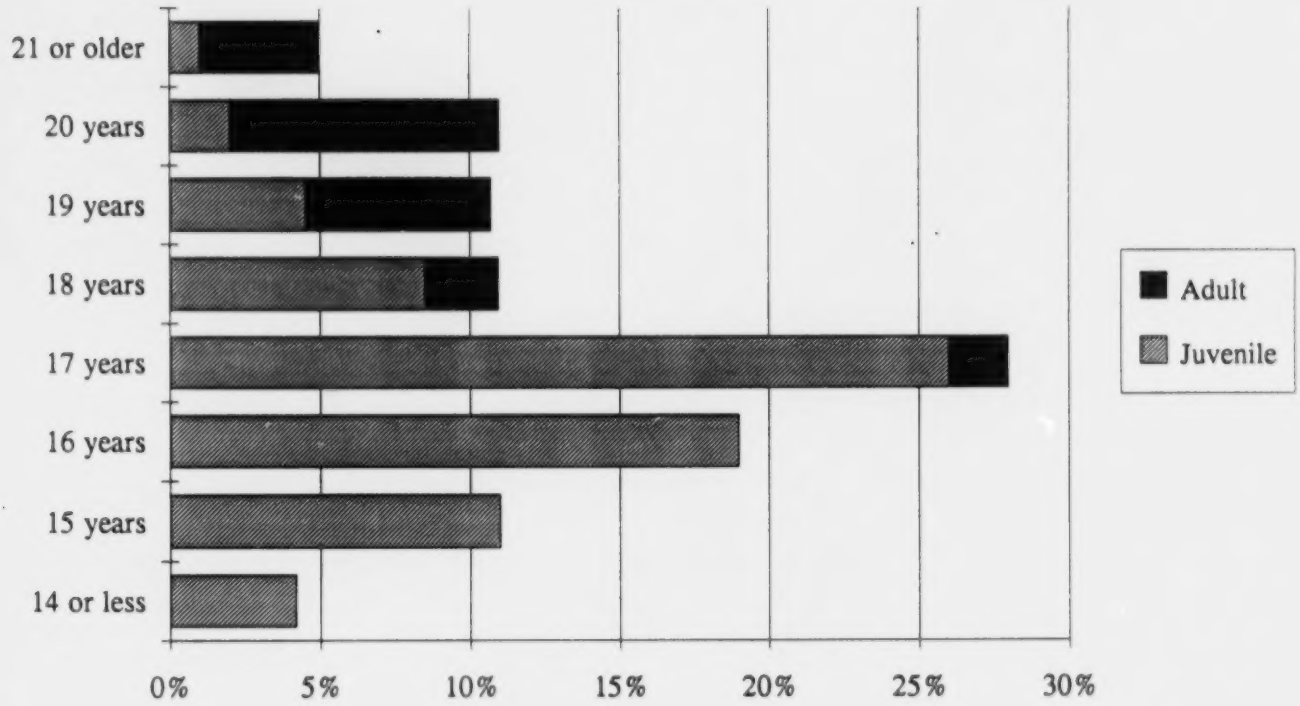
although some school administrators have permitted students to continue attending their Chapter 1 N or D classes beyond their 21st birthday. Figure 2-2 illustrates the distribution of participants across juvenile delinquent and adult correctional facilities by age. Note that 5 percent of program participants were age 21 or older at the time of the baseline interview and that most of these were in adult correctional facilities.

School enrollment prior to confinement is closely related to age among the Chapter 1 N or D population. As Figure 2-3 indicates, enrollment declines steadily with age. Whereas 74 percent of participants 14-years old or younger were enrolled in school at the time of commitment, relatively few participants over age 18 were enrolled in school when they entered the correctional system.

Institutionalized youth must be enrolled for at least 10 hours per week in nonfederally funded education programs in order to be eligible to receive Chapter 1 N or D services. Most juvenile facilities require all youth under compulsory school age to participate in the educational program. Because most inmates of juvenile facilities are under this age, all inmates are enrolled in the education program in 84 percent of these facilities. Adult facilities determine participation according to a variety of factors. Three-quarters of the adult facilities reported willingness as a determining factor. Other factors include test scores and teacher recommendations. Use of student willingness as a criterion requires that the youth be motivated to learn before they can receive educational services, and may improve the likelihood that participants will be motivated to apply themselves to the educational services they receive.

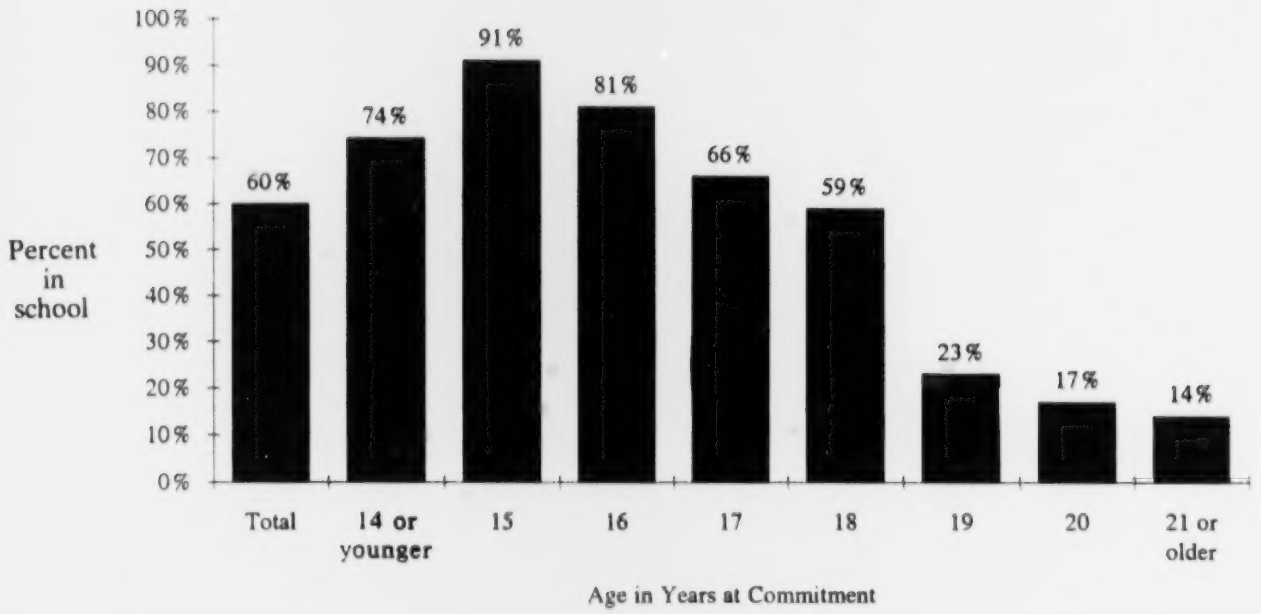
Given the importance of student willingness, the use of incentives for participation in education programs is important (particularly in adult institutions). Both types of facilities reported using incentives; although adult facilities reported their use more often. Such incentives

Figure 2-2. Distribution of Chapter 1 N or D Participants by Age and Type of Facility



Source: Baseline Student Questionnaire.

Figure 2-3. Percent of Chapter 1 N or D Participants Enrolled in School at Time of Commitment, by Age



Source: Student Record Abstract

were most often certificates of completion (69 percent), access to other facility programs (53 percent) and credit toward early release (38 percent). The effectiveness of payment to attend the educational program (offered by some adult facilities) seems to vary with the amount paid. If inmates can earn more by working in prison industry programs, and scheduling precludes participation in both work and education, some inmates may be less inclined to choose education. Thus some adult facilities offer job placement within the facility as an incentive to participate in or complete educational programs.

Few differences are found between Chapter 1 N or D participants and eligible nonparticipants in terms of education attainment, demographics, attitudes, experiences with the criminal justice system, or plans for the future (Table 2-1). Nearly all students eligible for Chapter 1 N or D, regardless of participation status, are male, and a majority are black. The average age of eligible students is 17. Roughly equivalent proportions of eligible participants and nonparticipants were enrolled in school at the time of commitment, and they plan to return to school after release in similar proportions.

Chapter 1 N or D participants in juvenile and adult correctional facilities differ from the noninstitutionalized youth of similar age in a variety of ways. For example, whereas the modal grade completed by the nation's 17-year-olds is grade 12, it is grade 9 for Chapter 1 N or D participants.[5] The proportion of program participants that had dropped out of school at the time of commitment to the correctional system--42 percent--contrasts with a national dropout rate of 9 percent among 14- to 21-year-olds. In addition, only 26 percent of Chapter 1 N or D participants were living with both parents at the time they entered the correctional system. The most common preconfinement living arrangement is with the mother only (43 percent), while another 12 percent lived with another relative. Eleven percent of the Chapter 1 N or D youth had been in foster care at some time prior to being institutionalized.

The average age of Chapter 1 N or D students in facilities for juveniles is 17, compared with 20 among participants in adult correctional facilities. This age differential explains differences in several other characteristics. Only 33 percent of Chapter 1 N or D students in

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[5] R.R. Bruno, School Enrollment-Social and Economic Characteristics of Students: October 1988 and 1987, Current Population Reports, Population Characteristics, Series P-20, no. 443 (Washington, DC: U.S. Department of Commerce, 1990).

Table 2-1. Comparison of Characteristics of Chapter 1 N or D Participants and Eligible Nonparticipants

Characteristic	Chapter 1 N or D Participants	Eligible Nonparticipants
Average age	17.5 years	17.2 years
Sex	92% male	89% male
Race		
White, not Hispanic	25%	33%
Black, not Hispanic	55%	51%
Hispanic	18%	10%
Other	2%	6%
Not in school at time of commitment	42%	39%
Plans to return to school	79%	76%
No known disabling condition	55%	66%
First commitment	46%	34%
Prior time in correctional facilities	5.3 months	6.0 months

Source: Student Record Abstract.

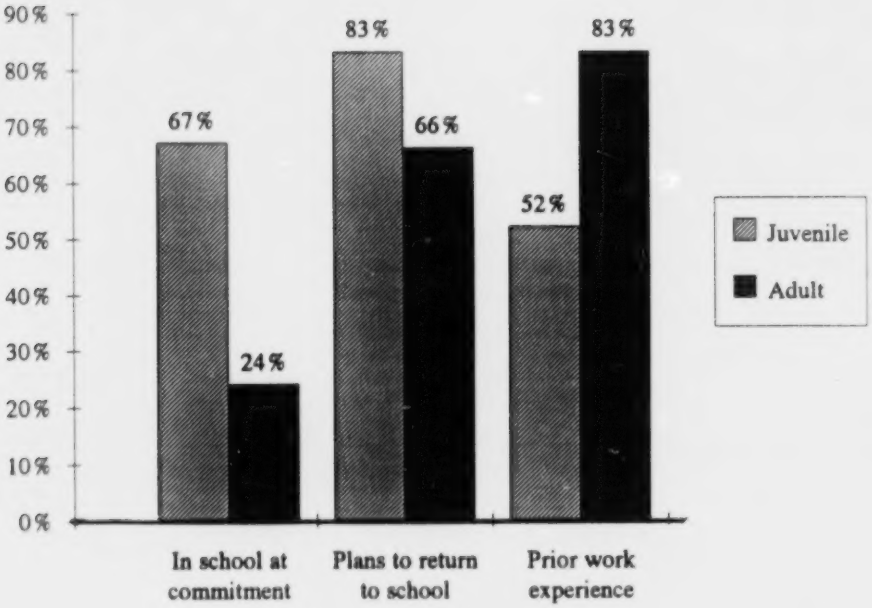
juvenile delinquent facilities were not in school at the time of their most recent commitment, compared with 76 percent among those in adult correctional facilities. Chapter 1 N or D youth in adult facilities have longer sentences to serve than those in facilities for juvenile delinquents. Adult offenders' employment histories also differ from those of youth in facilities for juveniles. A substantial number (83 percent) of the Chapter 1 N or D participants in adult correctional facilities have work experience, whereas only 52 percent of the younger population in juvenile facilities have such experience (Figure 2-4).

Most Chapter 1 N or D students have received prior supervisory services while in the community at some time prior to their commitment. More than half of the Chapter 1 N or D youth have been on probation at some point; more than one-third have had some other type of supervision as a result of delinquent behavior.

For 46 percent of Chapter 1 N or D youth, their current commitment is their first, while 26 percent had one prior commitment and 28 percent had more than one. These data must be used with caution, however, because juvenile offenses do not appear in the records of many adult correctional systems. Among Chapter 1 N or D youth in juvenile facilities, the average number of prior commitments recorded within the juvenile system records is 1.2, while the average number of prior commitments recorded in the records of those in the adult system is 0.9. For those held in facilities for juveniles, the average age at which participants in the Chapter 1 N or D program first became involved with the juvenile justice system is 13. Records maintained by the adult facilities indicate that 17.5 is the average age for first involvement with the criminal justice system.

The most common reason for institutionalization of Chapter 1 N or D participants is the commission of crimes against persons (41 percent). Crimes of this type include those classified as nonviolent by the Department of Justice, such as manslaughter, simple assault, and sexual assault as well as violent offenses such as murder, forcible rape, robbery, and aggravated assault. Crimes against property (33 percent) are the next most common reason for institutionalizing these youth. Lesser crimes in this category include vandalism, fraud, stolen property, and unauthorized use of a motor vehicle; more serious crimes against property are burglary, arson, theft, and motor vehicle theft.

Figure 2-4. Characteristics of Chapter 1 N or D Participants in Juvenile and Adult Facilities



Source: Baseline Student Questionnaire and Student Record Abstract

The earlier evaluation of the Chapter 1 N or D program[6] found that only one-fourth of the youth had been incarcerated because of crimes against persons, whereas half were institutionalized as the result of crimes against property. OJJDP has reviewed information on the nature of the crimes committed by youth and has concluded that the population now institutionalized contains a higher proportion of youth convicted of more serious offenses.

Participants in Chapter 1 N or D were reported to have disabling conditions more often than youth in the general population. Youth with known physical and mental disabilities are often assigned to special facilities for the disabled, rather than being mainstreamed with the general population. (Such special facilities are eligible for Chapter 1 N or D funds, and two facilities for juveniles with emotional problems or mental disabilities were among the facilities selected for the study sample.) One or more disabling conditions were reported for just under half of the Chapter 1 N or D students. Twenty percent were reported to have an emotional disturbance; 17 percent were identified as having a specific learning disability. Although strictly comparable data are not available, it is still useful to note that the National Center for Education Statistics[7] reports that 11 percent of all students aged 3 to 21 who were enrolled in school in 1986-87 had one or more disabling conditions, with learning disabilities reported for 5 percent of all enrollment. The correctional facility records indicate that among the services provided to Chapter 1 N or D youth before they entered the correctional institution were health counseling (20 percent) and admission to a mental health facility (10 percent).

The maximum length of time a student is able to receive Chapter 1 N or D services depends on several factors. The most obvious of these is the period of time the youth is held in participating correctional facilities. Youth often begin their period of institutionalization in a short-term intake facility to undergo evaluation, or otherwise await assignment to a long-term facility. Chapter 1 services are not provided in facilities where the average length of stay is less than 30 days. Once permanent assignment is made, youth may still be transferred among facilities within the correctional system. Such transfers are not a new phenomenon, however, as overcrowding becomes more of a problem, the incidence of moving inmates from facility to facility becomes more prevalent. In the case of school-age youth, each such transfer involves some

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[6]J.C. Pfannenstiel, and J.W. Keesling, Compensatory Education and Confined Youth: A Final Report (Santa Monica, CA: Systems Development Corporation, 1980).

[7]National Center for Education Statistics, Youth Indicators 1988 (Washington, DC: U.S. Department of Education, 1988).

interruption in educational services. The receiving facility may not offer Chapter 1 N or D services, or the eligibility criteria may be more stringent than those at the sending facility. If school attendance is not compulsory, and if the youth elects a work program when entering the new setting, educational services may be broken off altogether.

Educational programs in correctional facilities operate in settings characterized by conflict among inmates and among staff as well as institutional conflict. Institutional conflict often arises when the institution's role is unclear, particularly with respect to whether its role is one of punishment for antisocial activity or an opportunity for rehabilitation and reintegration into society. The effects of this conflict on the education program vary along several lines, including whether the facility serves juvenile or adult offenders. The context in which Chapter 1 N or D operates is discussed in the following chapter.

3. THE EDUCATION OF CHAPTER 1 N OR D YOUTH

Chapter 1 N or D instruction is provided within the broader context of corrections education. As already mentioned, enabling legislation requires that youth be enrolled in at least 10 hours of nonfederally funded regular instruction a week to be eligible for Chapter 1 N or D. Training offered in conjunction with prison industries cannot be counted as regular instruction. The federal program sets forth no requirements as to what subjects the 10 or more hours of services are to cover or what instructional methods should be used. As noted, the program primarily serves teenagers who are typically performing several years below the modal grade-level of youth their age.

This chapter focuses on the education program and the teaching methods and practices being used by the Chapter 1 N or D facilities to meet the special needs of this population. The chapter ends with a summary of effective educational practices that should be encouraged among Chapter 1 N or D facilities, as well as examples of programs implementing such practices.

Among the findings addressed in this section are these:

- **The Chapter 1 N or D program provides additional schooling for program participants, the majority of whom are in juvenile facilities.** Program participants in juvenile facilities are typically enrolled in a high school curriculum while participants in adult facilities are more often in high school equivalency programs. Program participants in the adult correctional system are generally high school dropouts whose average age is substantially higher than that of the typical 12th-grader.

- **The reasons youth participate in education programs in juvenile and adult facilities differ in an important way.** Program participants in juvenile facilities are generally required to attend school. Most of the participants in adult facilities have elected to do so.

- **Individualized instruction is the teaching technique most Chapter 1 N or D teachers use.** The approach to individualized instruction that is used is generally limited to isolated, sequential, lower-order skills. Individualization is also interpreted to mean independent seatwork as the primary instructional strategy.

- **Chapter 1 N or D classrooms appear to have an adequate quantity of materials available, but most are quite old and inappropriate.** Little appears to have been done in the past decade to update Chapter 1 N or D classroom materials.

- **Although educational practices found by prior research and evaluation to be effective were used to varying degrees by various facilities, no facility was using all the recommended practices.**

- **Most of the participants in the Chapter 1 N or D program see a need to work when released in order to help support themselves and their families.** The correctional education programs and the Chapter 1 N or D program content and methods need to be relevant to the need to work following release.

This section examines the educational experiences of the youth and then considers characteristics of the teaching staff and the institutional practices they use.

The Educational Experiences and Attitudes of Chapter 1 N or D Youth

For just over half of the participants, the Chapter 1 N or D program helps to replace the schooling that the youth would be receiving if they had not been institutionalized. The remainder of the youth, including three-quarters of those in adult correctional facilities, were not in school at the time of commitment. Differences in the regular education programs offered by the two types of facilities reflect these differences among their inmates. Chapter 1 N or D supplements different programs, with different objectives for their participants.

The Chapter 1 N or D programs for youth in the juvenile system are, in some ways, similar to those found in regular high schools. The program supplements academic course work for 9 out of 10 Chapter 1 N or D participants in juvenile facilities. Indeed, in these facilities, the minimum federal requirement of 10 hours of nonfederally funded instruction per week is usually exceeded by academic courses alone (15 hours per week on average). About 40 percent of the Chapter 1 participants in juvenile facilities are enrolled in vocational classes for an average of 10 hours per week. The emphasis juvenile facilities place on regular high school programs apparently extends even to youth who had dropped out prior to their encounter with the juvenile justice system. Preparation for the general educational development (GED) certificate, however, was reported for only 21 percent of Chapter 1 N or D participants in juvenile facilities, and their hours averaged only 4.5 per week. Few participants were reported to be in adult basic education (ABE) classes.

Academic enrollment is less pervasive in adult correctional facilities, where education appears to be oriented toward acquiring skills to enhance employment skills. Only half of the

Chapter 1 N or D participants in adult correctional facilities are enrolled in academic classes, and those courses account for fewer hours per week on average in adult settings (12) than in juvenile settings (15). The proportion of Chapter 1 N or D participants taking vocational classes is slightly higher in adult correctional facilities (50 percent) than in juvenile facilities (40 percent). Once enrolled, Chapter 1 participants in adult facilities receive more vocational instruction on average (16 hours per week) than participants in juvenile settings (10 hours per week). Higher enrollment rates and greater numbers of hours scheduled per week in GED preparatory classes indicate that education programs are more pragmatic in adult than in juvenile settings. Half of the Chapter 1 N or D participants in adult settings are taking GED preparatory classes for an average of 8 hours per week.

Placement of students within various education programs and classes is generally based on the student's achievement level or grade level, with these levels primarily determined through formal assessments. These usually involve standardized tests, but in some instances student interest and the results of other needs assessments are taken into account. Assessment and placement practices are discussed more thoroughly in conjunction with teaching methods.

The Chapter 1 N or D program and the Chapter 1 basic grants program operating in public secondary schools[1] differ with respect to the subjects offered and the organization of classes. Just as reading is almost always provided by schools with Chapter 1, it is also almost always provided by facilities that have Chapter 1 N or D programs (Figure 3-1). In correctional facilities, Chapter 1 mathematics is available as often as reading (in 8 out of 10 facilities), making Chapter 1 math classes more prevalent in that setting than in public secondary schools. The use of a combined approach integrating two or three subjects such as reading or language arts and math into a single class was found only half as often in the correctional setting as in public schools.

Some Chapter 1 N or D facilities also use their funds for nonacademic purposes, but this practice is much less common than using funds to supplement academic programs. The teaching of social skills or life skills (31 percent) and counseling (27 percent) are offered most often, followed by training in study skills (23 percent). Only 9 percent of facilities reported using Chapter 1 monies for services to help youth make the transition back into the community.

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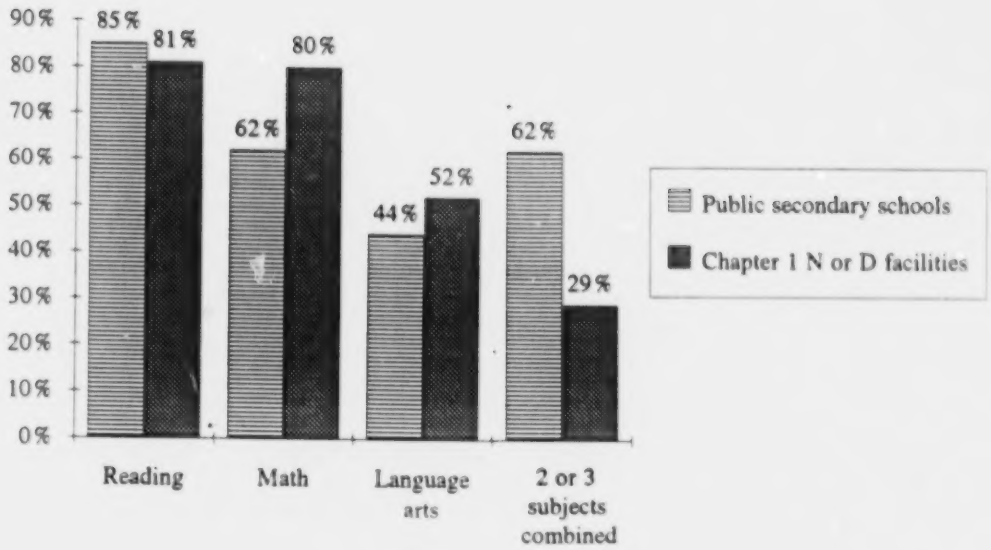
[1]National Center for Education Statistics, Youth Indicators 1988 (Washington, DC: U.S. Department of Education, 1988).

Figure 3-1. Comparison of Chapter 1 Subjects Offered in Public Secondary Schools and Chapter 1 N or D Facilities



Source: Baseline Student Questionnaire and Student Record Abstract.

Three-quarters of the Chapter 1 N or D participants take reading and language arts classes, while half receive Chapter 1 mathematics instruction. Similar proportions of youth are enrolled in the different types of classes across juvenile and adult facilities, but participants in adult correctional facilities receive more hours of Chapter 1 N or D instruction per week than those in facilities for juveniles. Reading classes are scheduled on average for 8 hours per week in adult facilities and 5 hours per week in juvenile facilities. Chapter 1 N or D youth in adult and juvenile facilities are scheduled, respectively, for 6 and 5 hours per week of Chapter 1 mathematics instruction. These instructional times are somewhat higher than in basic grants programs in public secondary schools where reading and mathematics both average just under 4 hours per week.

Educational programs in juvenile and adult correctional facilities exist within the broader institutional context. Facility operations are structured to achieve the primary institutional objectives of maintaining inmate and staff security, providing food and housing for inmates, and facilitating their personal hygiene. Conflicts can arise when such institutional objectives overtake educational objectives. On a typical day, classes may be interrupted while security personnel count inmates or public address announcements are piped into classrooms. Individual court appearances, meetings with attorneys, punitive detention, and visits to the doctor cause participants to miss class. (Chapter 1 N or D students reported missing an average of three classes a month.) Thus although class attendance may be high in the Chapter 1 N or D facility, interruptions may be more frequent than in a public high school.

Whereas youth outside correctional facilities may choose to drop out of school, juvenile facilities almost uniformly require inmates under compulsory school age to participate in the education program. Furthermore, 83 percent of juvenile facilities require inmates over the state compulsory school age to take classes. In contrast, only 30 percent of adult correctional facilities require school attendance for youth of compulsory school age.

The data gathered from students over a 10-month period confirm the school attendance policies reported by the facilities. Continued enrollment is more common among youth of compulsory school age and those in juvenile facilities than among older youth and those in adult facilities. Nearly all youth remaining in juvenile facilities continued to be enrolled 6 months after baseline data collection, whereas one-quarter of those still in adult facilities stopped taking classes. Among the youth institutionalized for the entire study period, the data indicate

only a limited decrease in participation in education programs the farther the observation point was from the first identification of the youth as Chapter 1 recipients.

Few Chapter 1 N or D participants complete high school or receive their GED while institutionalized. At the first interview after release, only 15 percent of Chapter 1 N or D participants reported earning either a high school diploma or GED certificate while incarcerated. The proportion of Chapter 1 N or D participants reporting this accomplishment was the same among those in juvenile and adult correctional facilities. (Respondents were not asked to differentiate between diploma and GED.) With few exceptions, these youth do not continue their education by enrolling in postsecondary school after release.

While enrolled in Chapter 1 N or D programs, most participants expressed positive attitudes about their academic future, with only 12 percent reporting that they did not expect to finish school. One-third reported that the highest level of schooling they expected to complete is high school; another third planned to complete some form of vocational, technical, or business school training after finishing high school. The remainder expected to complete some higher education.

The need to work is a reality for Chapter 1 N or D youth, affecting educational plans for many youth. It was the primary reason given by 41 percent of program participants who did not expect to return to school after their release.

Youth in juvenile facilities are more likely than those in adult correctional facilities to indicate that they do not plan to return to school because they lack interest or expect to have finished school. One-quarter of those not planning to return to school give no particular reason for planning not to return to school. Figure 3-2 illustrates the reasons given for not returning to school, comparing participants in juvenile and adult facilities.

Characteristics and Instructional Practices of Chapter 1 N or D Teachers

Teachers in juvenile and adult facilities constitute a relatively stable and experienced teaching force, averaging 7 years at their current facility. Most have an additional 7 or 8 years of public school teaching experience. This total of almost 15 years of teaching experience for

correctional educators is comparable to that of the nation's teachers as a whole.[2] The stability of the corrections education teaching force contrasts with the situation a decade ago, when one-half of Chapter 1 N or D facilities reported difficulty in maintaining their teaching staffs.[3] Most (70 percent) of the current teachers expressed satisfaction with their current workplace; the remainder expressed a preference for noncorrectional or noneducational positions.

As Table 3-1 shows, Chapter 1 N or D teachers and regular education program teachers in juvenile and adult correctional facilities have educational qualifications similar to those of teachers nationwide. Some 38 percent of Chapter 1 N or D teachers and 28 percent of regular education program teachers hold a master's or higher degree. Virtually all are state-certified and certified in their areas of instruction. Slightly more than half of Chapter 1 N or D teachers are certified at both elementary and secondary levels, a characteristic most appropriate to the elementary-school achievement levels and secondary-school age levels of their students. (Only 10 percent of regular education teachers are certified at both levels.)

Staff development opportunities vary widely for correctional educators. Almost all Chapter 1 N or D teachers and 80 percent of regular education program teachers receive some in-service training related to instructional planning or instructional presentation. The amount of in-service training per teacher varies from almost none to 185 hours, however, as a result of state policies prohibiting travel, institutional constraints on release time, lack of funds for substitute teachers, and the need for instructional staff to provide daily custodial as well as educational services.

Observers at the study's case study sites noted that teachers' use of instructional time appears to vary in relation to individual perceptions of efficacy in improving students' literacy skills. Many of the teachers in Chapter 1 N or D facilities view the correctional education experiences of the youth as their last meaningful opportunity to reverse a long history of educational failure; these teachers, perceive institutionalization as their opportunity to accelerate student learning greatly. But a limited number of teachers in the corrections education setting see their students as unmotivated. Still other teachers believe they have insufficient time to achieve results.

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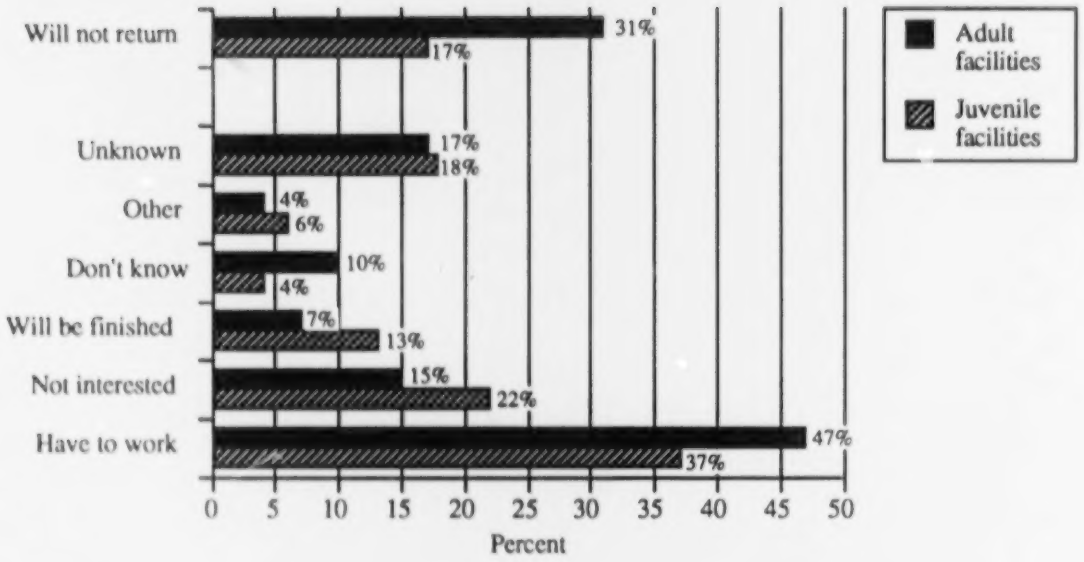
[2]National Education Association, Status of the American Public School Teacher, 1985-86 (Washington, DC: NEA, 1986).

[3]Pfannenstiel and Keesling, Final Report.

Figure 3-2. Percent of Chapter 1 N or D Participants in Juvenile and Adult Facilities Who Are Not Planning to Return to School and Main Reason



Source: Baseline Student Questionnaire.

Table 3-1. Qualifications of Chapter 1 N or D and Regular Education Program Teachers in Chapter 1 N or D Facilities

	Chapter 1 N or D teachers (n = 573)	Regular program teachers (n = 3,670)
Highest degree		
Less than Bachelor's degree	1	14
Bachelor's degree	62	58
Master's degree	36	26
Doctoral degree	2	2
Valid teaching certificate in area currently teaching	84	84

Source: Chapter 1 Teacher and Regular Education Program Teacher Questionnaires.

Teachers use comprehensive assessments to determine placement and instructional needs of individual students, referring to the results of tests given at entry and periodically during a youth's confinement. Staff of juvenile facilities use a wider variety of tests focused on achievement than do staff of adult facilities, whereas staff in adult facilities tend to use psychological, psycho-educational or IQ tests. Grade-equivalent scores are used as the primary criterion for program placement and for assessment of progress. Reliance on such tests, generally administered at entry to the correctional system, may lead to invalid initial assessments and subsequent invalid claims of student progress.

Many programs and teachers have adopted assessment procedures pioneered by special education such as the individual education plan (IEP). Almost all teachers report developing IEPs containing specific performance objectives. One-third of Chapter 1 N or D teachers review and update these to reflect progress at least weekly, and another third conduct such reviews monthly. Regardless of type of facility, teachers seldom use more performance-based measures (such as writing) to identify student needs and measure progress. Teachers who have adopted more performance-based approaches monitor skills more closely akin to those required in daily life outside the institution rather than "grade-level" expectations.

Almost all Chapter 1 N or D instruction is conducted using a highly individualized approach. About 70 percent of Chapter 1 teachers in juvenile facilities and 90 percent of those in adult facilities typically have students work on packets of materials or worksheets that have been selected to match individually diagnosed skill deficiencies. Only half of the regular education program teachers reported such extensive use of individualized instruction; the others were equally divided between using small-group or whole-class instruction. Fewer than half the teachers use life skills materials, so named because of their immediate relevance to the noninstitutional needs of youth.

Insufficient materials were reported by one-half of Chapter 1 N or D and regular education teachers, and were reported more often by those in juvenile facilities than adult facilities. However, only 4 percent reported that materials were so inadequate as to inhibit learning. When asked to rank resources that are not available in sufficient quantity, teachers ranked computers and computer software first. Chapter 1 N or D classrooms were generally observed to be well stocked, but with largely outdated equipment and materials that had been purchased at about the time the Chapter 1 N or D program was first introduced.

Teachers report that they spent about 70 percent of their time in the Chapter 1 N or D classroom in academic interaction, compared with 61 percent in regular classrooms. Classroom observations found the remainder of time in both types of classrooms to be spent in nonacademic tasks, activities, and conversation. Students put a high value on the time spent in personal and social interaction with teachers, and teachers perceived such interaction as useful for building self-esteem and mutual respect, which in turn, are believed to translate into favorable student academic behavior.

Corrections education personnel endorse the highly individualized diagnostic/ prescriptive approach used for compensatory instruction because the Chapter 1 N or D and regular classes contain students with widely varying achievement levels. The teachers believe that the individualized approach contrasts favorably with the prior educational experiences of Chapter 1 N or D youth, where students were socially promoted or placed in classes regardless of reading and math performance. The instructional methods observed in Chapter 1 classrooms, however, are the same for all students; only the sequencing and curriculum components of the materials that are assigned are different. Teachers were often observed to lack strategies for instructing youth with various levels of ability without preprogrammed prescriptive packages. The lack of such strategies was most evident for the youth who have only rudimentary skills.

One-half of Chapter 1 N or D teachers believe that the instructional techniques they use are the major factors promoting learning in their classrooms. Techniques these teachers most often cite as effective for promoting learning include having a small class size (13 percent), using a variety of materials of different interest levels (12 percent), maintaining a supportive classroom environment (9 percent), and being well organized for instruction (11 percent). Another 28 percent perceive their own attitudinal, interpersonal, and communication abilities as the major source of effectiveness. Twenty-one percent identify student characteristics such as student motivation to learn as the source of effective learning.

Effective and Ineffective Educational Practices Used by Teachers of Chapter 1 N or D Youth

Research on effective instruction for young adults as well as findings from the previous Chapter 1 N or D evaluation suggest that it is particularly important that programs for Chapter 1 N or D youth:

- Promote the development of a positive self-image--particularly encouraging students to perceive themselves as capable learners; and
- Use instructional strategies and methods that are specifically appropriate to the low-achieving young adult population.

The youth in correctional education programs bring varying levels of ability and experience to their education; most have a history of educational failure. Promoting a positive self-image is crucial to teaching these youth because having a poor image of self as a learner and failing to participate in education programs are closely related. Absenteeism and the failure to complete adult education programs in community settings closely parallel the nonparticipation of youth and adults in the educational programs in correctional settings. Although education programs are generally available to all inmates, in many adult facilities the inmates will choose even the lowest paying unskilled work assignment over nonpaying school attendance. Before Chapter 1 N or D can provide services, these youth must first enroll in the correctional education program.

Where enrollment in the education program is voluntary, as in most adult correctional facilities, low participation in the Chapter 1 N or D programs may stem from the inappropriateness of the educational programs and the instructional approaches and instructional materials used. In such settings the predominant instructional practices are based on the curricula and methods used to teach basic skills to elementary-age children. Teaching methods are often structured and sequenced methods focusing on isolated skills that have little relevance to the institutionalized student. Despite the similarity between the basic skills achievement of elementary school children and institutionalized youth the latter differ significantly from elementary children in cognition, vocabulary acquisition, interests, values, and motivation. To be effective, the educational programs and teaching methods used in Chapter 1 N or D programs need to be responsive to these differences.

The remainder of this chapter describes effective (and some ineffective) instructional practices for Chapter 1 N or D students. Elements of these practices were seen in various forms and to various degrees at the nine facilities. Practices identified as effective are those described in the literature as effective for disadvantaged and adult learners. They also include practices documented through effective schools research. This body of research is consistent with the new focus of the Chapter 1 basic grants legislation that seeks to improve:

- The quality of Chapter 1 through an emphasis on advanced thinking skills;
- The coordination of Chapter 1 and regular education instruction; and
- Student performance in the regular program to ensure accomplishment of desired outcomes.

Practices are presented for areas of effectiveness that include the importance of education, the education program budget and staffing, coordination among educational programs, and instructional focus and methods. A detailed table contrasting effective and ineffective practices observed at the nine sites is provided in the appendix to this report.

Acknowledgement of the Importance of Education. Effective instructional practices are more likely to be used when facility administrators view education as important and consider it to be among the primary institutional goals. In juvenile facilities, the importance of education is communicated through mandatory school participation. In both juvenile and adult facilities, it is communicated when education is seen as an integral part of the rehabilitation of inmates. In such settings, the institution establishes the attainment of a high school diploma or a GED as a highly-valued goal, and students value this goal as well.

The following four goals reflecting the importance of education are found in effective Chapter 1 N or D programs:

1. To provide basic academic and vocational skills;
2. To enhance the job readiness of all inmates;
3. To provide opportunities for students to explore personal and social problems and their potential impact on their success after release from the institution; and

4. To assist in developing student self-confidence, self-reliance, self-control, and decision-making skills.

Despite the avowed importance of education for Chapter 1 N or D participants, many programs have low expectations for the educational attainment of confined youth. Even among the more effective programs, there is a pervasive belief that basic skills must be mastered before training for advanced thinking can be introduced. This belief was demonstrated in the curricula for Chapter 1 N or D instruction as well as in the general education programs.

Several factors that appear to contribute to the perception of the importance of education within the institution are these:

- The structural separation of education administration from corrections administration;
- The strong support and leadership of education facility administration (e.g., high visibility of administrator, active recruitment of "good" teachers, encouragement of innovative teaching methods); and
- The strong support of state education administrators to ensure communication between state educational administrators (at the SEA) and state correctional administrators (at the SAA) and between SAA administrators and educational administrators at the facility level.

The support of state administrators is highly valued in the effective administration of a facility's education program. When SEA staff are knowledgeable about specific problems and constraints within correctional facilities, facility administration and educational program staff welcomed their participation in the Chapter 1 N or D program. In addition, SEA and SAA staff contribute to the success of effective programs by conducting regular monitoring, establishing and maintaining high state standards, providing needed funding resources, supporting staff efforts, and assisting in the Chapter 1 N or D application process.

Educational Program Budget and Staffing. Effective programs are staffed primarily by teachers who deliberately choose to work in the correctional educational setting. The staffs of ineffective programs often include teachers who have been unsuccessful in obtaining employment in local school systems and who resent the longer school year, the sometimes lower pay, and the type of students they are instructing.

An effective funding and staffing practice at case-study sites was the use of Chapter 1 N or D funds as seed money for designing and implementing innovative programs. Several such sites, for example, used well-trained inmate aides to reduce the potentially negative effects of high pupil-teacher ratios. This type of approach contributes to effectiveness and sharply contrasts with the view that limited funding is an obstruction to effective and innovative use of funds.

The majority of Chapter 1 N or D teachers (60 percent) provide instruction in a pullout setting. Thirty percent of the teachers reported that they provide all of the academic instruction for the Chapter 1 N or D students and that their classroom is the students' regular classroom. The remainder provide in-class instruction. Teachers providing pullout instruction at the more effective programs are likely to modify the model in innovative ways for the correctional context. For example, they use team teaching, which integrates learning objectives for the regular and Chapter 1 N or D students. They also use cooperative learning strategies, to diminish the visible distinction of lower-achieving students and to take advantage of the benefits of heterogeneous achievement-level grouping. Practices such as these contrast sharply with traditional teacher-directed individualized instructional strategies commonly used in correctional facilities.

Coordination. Some 81 percent of Chapter 1 N or D teachers coordinate with regular teachers at some level (Table 3-2); such instructional coordination is a characteristic of effective sites. Programs employing formal and informal coordination techniques are better able to meet individual student needs. Among the formal techniques teachers use to coordinate Chapter 1 N or D and regular programs are the following:

- Diagnostic assessment processes involving Chapter 1 N or D and regular program staff;
- Joint review of test scores;
- Inclusion of Chapter 1 N or D staff in scheduled regular education program staff meetings;
- Sharing of instructional plans;
- Full integration of Chapter 1 N or D and regular education students. Coordination of all instruction by regular and Chapter 1 N or D teachers;
- Team teaching conducted by Chapter 1 N or D and regular education teachers;

Table 3-2. Percent of Chapter 1 N or D Teachers Using Instruction Coordination Techniques, by Type of Facility[a]

	Juvenile facility	Adult facility	Total
	(n = 357)	(n = 108)	(n = 465)
Consult other teachers regarding student progress	89	63	81
Use information from:			
Regular classroom teacher	85	66	81
Aides	54	36	50
Other Chapter 1 teachers	55	34	50
Other compensatory education or remedial teachers	47	21	41
Frequency of conversations with other teachers concerning student progress	(n = 402)	(n = 171)	(n = 573)
Weekly	42	11	33
Monthly	39	25	35
Several times per year	10	15	11
Never	6	49	19

[a]Detail may not add to 100 due to rounding.

Source: Chapter 1 Teacher Questionnaire.

- Additional in-class instruction for Chapter 1 N or D students by regular education teachers;
- Joint development of plans for achievement for each student's learning objectives, and the design of Chapter 1 N or D instructional goals to complement those of the regular education curriculum;
- Weekly joint planning and coordination of content and skill instruction between the Chapter 1 N or D and regular education teachers; and
- Joint identification of areas of difficulty.

The predominant informal coordination mechanisms are common planning periods during which teachers discussed such topics as student progress and instructional plans; similar informal discussions over lunch, in teacher lounges during breaks, and while carpooling; and long-term familiarity of teachers with one another. This last mechanism exemplifies the advantages of a stable teaching staff. Teachers who have worked together for some time are more likely to attempt to coordinate the curriculum, resources, and teaching strategies than those who have not.

Instructional Focus and Methods. Effective methods for teaching educationally disadvantaged students include individualized instruction, teacher- and student-directed instruction, guided practice, peer tutoring, cooperative learning, team teaching, interactive teaching, computer-assisted instruction, whole-language instruction, and problem-solving activities.

Seventy percent of teachers in juvenile facilities and 90 percent of teachers in adult facilities report using "individualized instruction," but as used in the correctional facility this term means individual assessment of need and individual study and practice, not the tailoring of instructional methods. In many cases the instructional content is the same for all Chapter 1 N or D students.

Instruction by effective teachers is characterized by a caring attitude and demeanor and high expectations for student achievement. In the majority of such programs, teachers praise and encourage students by awarding certificates, holding contests that promote reading and writing, using high-interest materials, and promoting students to the position of "teacher's helper." Continuous monitoring of progress through frequent teacher-student interaction focusing on strategic learning also seems to be effective.

4. POSTRELEASE EXPERIENCES OF CHAPTER 1 N OR D YOUTH

The Chapter 1 N or D program, as well as other education and rehabilitation services provided by the correctional system, ultimately aims to prepare youth for their return to the community. State aftercare systems often recognize education as an important part of rehabilitation for juveniles by making school enrollment a condition of probation for school-age delinquents. The Chapter 1 N or D program encourages states to provide transitional services to participants to facilitate their reentry to the community: training in life skills, information on how to enroll in school, and training in job search skills before the youth leaves the correctional facility. States may also provide support services to young people after their return to the community. The Chapter 1 N or D program allows grantees to use up to 10 percent of program funds for these services but requires that postrelease transitional services be provided by local schools or school systems, as opposed to agencies of the state juvenile justice or adult corrections systems.

Major findings regarding the experiences of Chapter 1 N or D youth as they make the transition back to the community are as follows:

- **Most program participants report that, while institutionalized, they received helpful information about how to continue their education upon their return to the community.** However, youth who receive such services reenroll at only slightly higher rates than those who do not, and they drop out at the same rate as those who do not receive the services.

- **Only half of Chapter 1 N or D participants continue their education when they leave the correctional facility by enrolling in school. However, many of those who enroll soon drop out.** The failure to return to school is not surprising, given the fact that many of the Chapter 1 N or D participants are high school dropouts when they enter the program and most are significantly older than average for their grade level in the public school system.

- **Most Chapter 1 participants receive information on how to find a job prior to their release, and most find work after their return to the community.** The evidence that most of these youth held more than one job in the short time after release, and that these were low paying jobs, is as would be expected given low educational attainment and lack of the skills that would allow full participation in the work force.

- **The Chapter 1 N or D program is not providing postrelease support services to participating youth.** None of the State Education Agencies reported redirecting funds from State Applicant Agencies and facilities to local schools or school systems for purposes of providing transitional services to Chapter 1 N

or D youth. Any transitional support from the educational system comes through state or locally sponsored programs. The aftercare systems of state juvenile justice and adult corrections remain the primary sources of postrelease services for these youth.

This chapter of the report examines the transitional services youth receive prior to their return to the community and describes educational, work-related, and other types of experiences of the Chapter 1 N or D participants after their release.

Facility-based Transitional Services

Almost all facilities participating in the Chapter 1 N or D program report that they provide some prerelease transitional services (counseling or training) to participants. Transitional services that require coordination with community-based agencies and organizations are less common and vary by type of facility. Eighty percent of both juvenile and adult facilities provide general counseling, job readiness or preemployment training, occupational skills training, substance abuse counseling, and life skills training, but except for life skills training, such transitional services are rarely provided under the Chapter 1 N or D program. Eighty percent of the facilities also reported helping youth identify employment opportunities before they leave the facility. Among juvenile facilities, 66 percent help youth register at the local public school in their community and 60 percent help with assignment of youth to supervised residences as part of their transition. Adult correctional facilities providing this type of support are the exceptions rather than the rule. Moreover, facilities in some states are even prohibited by state law from contacting youth after their release.

Most Chapter 1 N or D youth participate in a variety of special classes or receive training prior to release to help them cope with the transition from the correctional facility back into the community. More than three-quarters of the youth reported receiving counseling about alcohol and drug abuse. The next most frequently reported services cover topics intended to help them obtain work, to continue their education, or to ensure their physical well-being (e.g., by finding a place to live and obtaining health care). Although no objective information was gathered to evaluate the utility of the content of the programs provided by facilities, the majority of the youth receiving the services reported them to be helpful when back in the community. (Table 4-1 provides information on specific topics covered in these programs).

Table 4-1. Percent of Chapter 1 N or D Participants Reporting Receiving Special Classes or Training Before Release and Reporting It Helpful at their First Post-release Interview, by Type of Facility

	Percent Receiving Special Classes/Training		Percent Receiving Classes/Training Who Found Them Helpful	
	Juvenile facility (n = 8,684)	Adult facility (n = 1,067)	Juvenile facility	Adult facility
Type of Special Class or Training				
Budgeting	32	27	84	89
Opening a bank account	36	22	89	100
Making friends	47	27	81	100
Information about alcohol and drugs	81	75	85	99
Getting health care	37	19	87	96
Finding a job	66	57	83	89
Seeking out opportunities for training and education	48	43	85	100
Enrolling in school	40	30	83	91
Finding a place to live	36	23	84	100
Obtaining legal assistance	25	24	84	100
Locating community resources	27	23	86	96

Source: First and Second Followup Questionnaires (Version A).

The use of professionals or volunteers from the local community to counsel and work with these youth contributes to the effectiveness of transition services. Some programs use individuals from local businesses, colleges, and school districts as speakers, tutors, and job trainers. Local employers also participate in vocational education, job placement, and training programs at some facilities. At just over half of all facilities, members of the community serve on vocational advisory boards. Where such resources are used, the benefits in heightening student interest and motivation are apparent. Some facilities are too geographically remote to be able to draw on community resources.

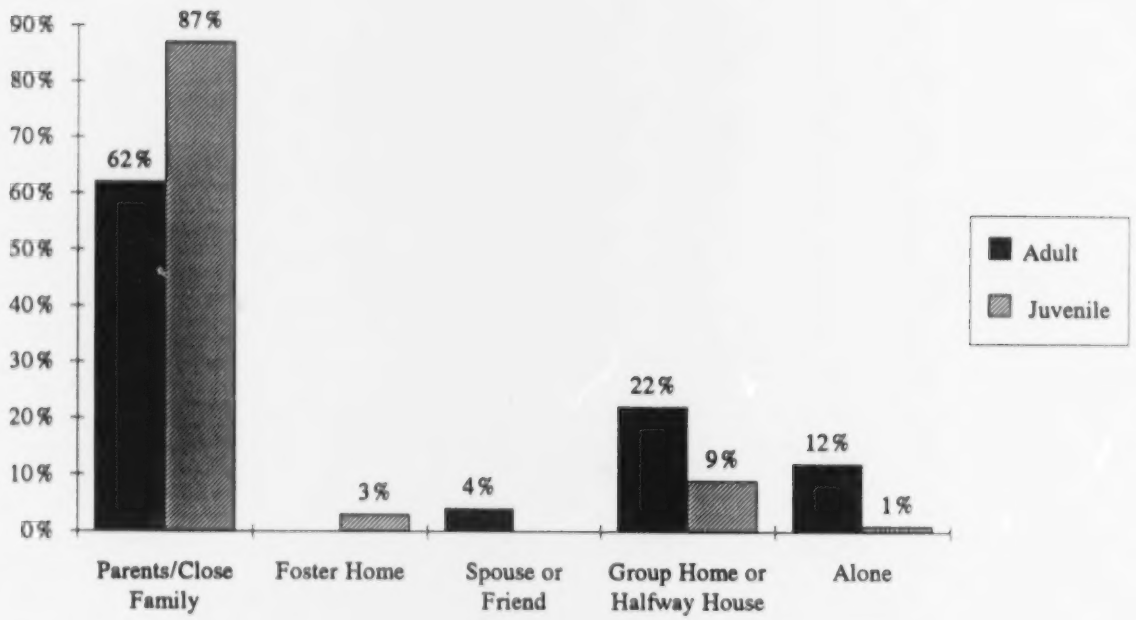
How Chapter 1 N or D Youth Make the Transition into the Community

The vast majority--more than four-fifths--of all released Chapter 1 N or D youth return to the same living arrangements they left prior to commitment, moving in with parents, stepparents, or other close family immediately after release. Older youth leaving adult facilities are less likely to move in with family and more likely to live on their own or with a spouse or friend than are those who leave juvenile facilities (Figure 4-1). Only one-tenth of Chapter 1 N or D participants move into an organized transitional setting such as a group home or halfway house after release, although this practice is more common among those released from adult facilities. Few have other living arrangements.

The time of transition from the correctional facility to community life is an important period for institutionalized youth. The extent to which the facilities themselves can be expected to take a role in this transitional period depends mainly on the facility's proximity to the community into which the youth are released and the authority of the facilities to provide outreach services to youths after they leave the facility. Good transition programs require interagency collaboration, staff with appropriate qualifications to deliver transitional services, and the maintenance of accurate records for tracking the large numbers of students served.

If institutionalized youth are to make a successful transition to public school upon their release, it is important that their state give credit for courses taught in correctional settings. The Correctional Education Association includes as one of its standards that educational programs be accredited by a recognized state, regional, or other accrediting body. Just two-thirds of the Chapter 1 N or D facilities are accredited by their state.

Figure 4-1. Living Arrangement for Chapter 1 N or D Participants Immediately After Release, by Type of Facility



Source: First and Second Followup Questionnaire (Version A).

Nine-tenths of the youth are assigned to an aftercare worker in their community at the time of their release from the juvenile justice or adult corrections facility. These officers often reported being pressed to handle more youth than they would like in order to provide adequate services, with some indicating as many as 100 youth in their caseload. Some 41 percent of the youth reported they were required to contact their aftercare officer only once a month or less, 19 percent reported being in contact two or three times a month, and 40 percent reported contact weekly or more often. Not all youth who are required to stay in touch with an aftercare officer do so. There was in fact some correlation between the students lost to the study during followup and those lost to the aftercare system prior to the completion of a parole or probationary period.

The frequency of contact and duration of the parole period undoubtedly influence the ability of these youth to accomplish a positive transition. Community-based providers of services to youth in transition report some concern about inadequate coordination among the programs offered by a variety of state and local agencies.

Because the state-operated Chapter 1 N or D program requires postrelease transitional services to be provided through the local public schools, the number of youth likely to benefit from those services is effectively constrained to the 6 out of 10 program participants who enroll in school. Youth served by any single facility's Chapter 1 N or D program tend to be drawn from a large geographic area, with limited clustering among urban areas. In schools and school districts that do not have similar locally funded programs for transition of neglected and delinquent youth, there is no structure on which Chapter 1 N or D can build. Chapter 1 N or D programs would need to be designed by those schools and systems to serve the very small numbers of Chapter 1 N or D program participants who move into any one community.

The Postrelease Experiences of Chapter 1 N or D Youth

Overall, just over half of Chapter 1 N or D youth enroll in school when they are released, but postrelease enrollment patterns differ significantly according to the age of the program participants and the type of facility. Younger program participants and those in juvenile facilities are more likely to enroll in school and to stay enrolled than older youth and those leaving adult correctional facilities.

All released youth under age 16 reported returning to school, and most of those under age 16 remained enrolled over the course of the data collection period. Two-thirds of Chapter 1 N or D youth ages 16 and 17 reported they had enrolled in school after release, but just two-thirds of these remained enrolled 10 months after release. One-quarter of Chapter 1 N or D youth age 18 or 19 enroll in school at release, and none of those 20 years of age or older enroll (see Table 4-2).

Table 4-2. Distribution of Postrelease School Enrollment Among Chapter 1 N or D Participants, by Age

Age at First Interview	Post-release school enrollment: Stayed in School	Dropped Out	Never Returned	Total
		(n = 5,530)		
Under 16	86%	14%	0%	100%
16-17	43	21	36	100
18-19	18	5	76	100
20+	0	0	100	100

Source: First and Second Followup Questionnaires (Versions A, C, and D).

Black youth enroll in school after release in larger numbers than do white or Hispanic youth (one-half of released black youth versus one-third of white and Hispanic youth) and stay enrolled longer.

The experiences of Chapter 1 N or D participants while in the correctional facility appear to have little influence on those who do not plan to return to school. Nearly all participants not planning to return to school after release do not return, and half of those planning to return to school also fail to enroll. Several teachers and administrators interviewed at the correctional facilities reported that although some students wished to further their schooling as a result of positive experiences they had in the facility, the return to the community and situations from which they had come reversed these attitudinal gains for a number of the youth.

Chapter 1 N or D youth who reported being encouraged to continue their education after release were considerably more likely to return to school than those who had not been so encouraged (52 percent versus 39 percent). Whether students receive this encouragement appears to have little relationship to staying enrolled, however. Those who reported having received this encouragement tended to drop out at the same rate as those who had not received the services.

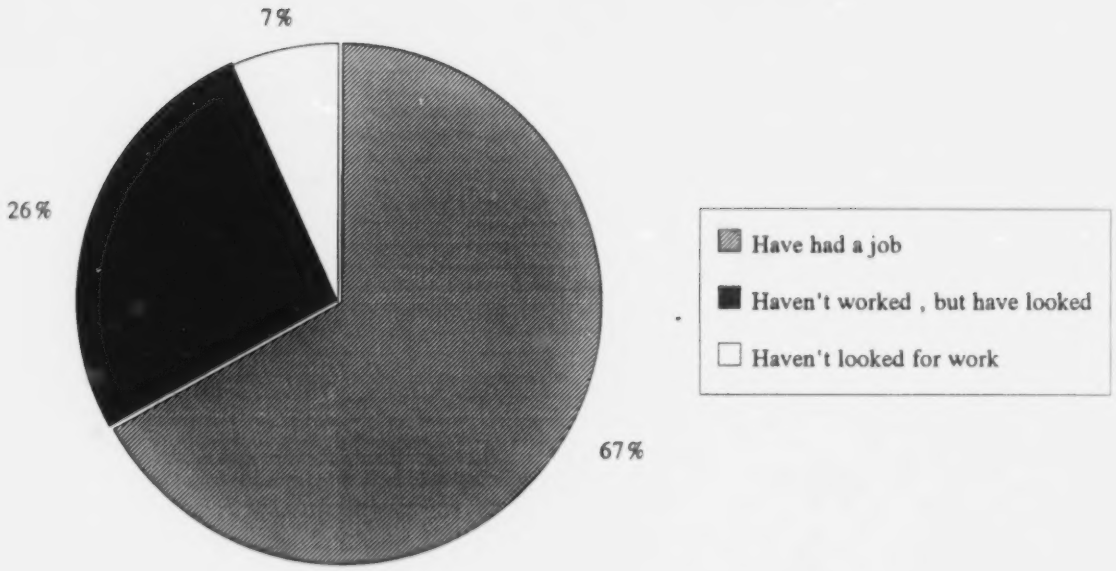
Nearly all the Chapter 1 N or D youth--9 out of 10--formally entered the work force after release on the basis of having either obtained work or actively sought work. (In contrast, the U.S. Department of Labor reports that in 1986 about 45 percent of all youth ages 16 to 19 were neither working nor actively seeking work). Among the released youth studied, 67 percent had a job at the time of their first postrelease interview (Figure 4-2), and the rate increased over time. This employment rate was virtually the same for youth from juvenile facilities and adult facilities. For those who had not obtained a job, 80 percent reported that they had been looking for work. This entry into the work force is consistent with the plans the youth had while in the correctional facilities, when 90 percent indicated that they planned to get a job after their release.

Only about one-quarter of the Chapter 1 N or D youth receive assistance in finding a job or in arranging a job interview while still institutionalized. More than half receive this type of assistance after their release. In 6 out of 10 of these cases the help comes from a family member. Family members provide assistance finding jobs twice as often as counselors or aftercare officers.

Study data suggest that the youth who find work have problems holding a job. Among the youth studied who were in the community for at least the 5 months between interview cycles, three-quarters reported having found work. Two-thirds of these released youth had held more than one job during that time (Figure 4-3). There is a large disparity in work experience by race/ethnicity: 91 percent of white and 89 percent of Hispanic youth reported having worked during this period, compared with 67 percent of black youth. (Black youth reported returning to school at higher rates than whites or Hispanics).

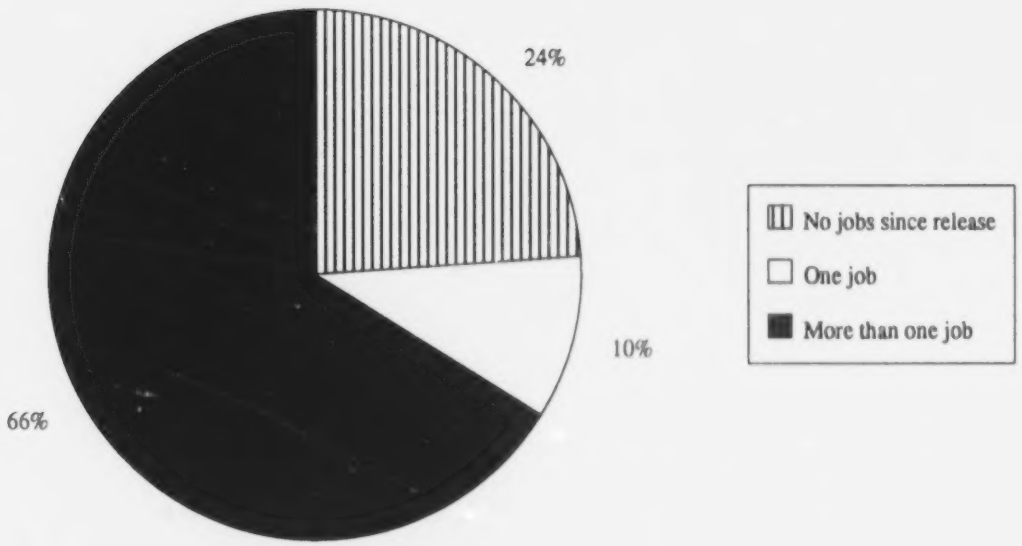
For those who do find jobs, the work is low paying. The number of hours worked averages 35 per week at an average hourly wage of $4.75. If these youth persisted in their work, they would be earning about $9,000 to $10,000 per year. This is a main source of income for 46 percent of these youth (Table 4-3).

Figure 4-2. Distribution of Chapter 1 N or D Participants Immediately After Release, by Work Status



Source: First and Second Followup Questionnaire (Version A).

Figure 4-3. Employment Experience of Chapter 1 N or D Participants Reported at Second Interview After Release



Source: First and Second Followup Questionnaires (Versions A and C).

Table 4-3. Main Sources of Money Since Leaving the Facility, as Reported by Chapter 1 N or D Participants at Their First Postrelease Interview

Source[a]	Percent (n = 9,791)
Family	61
Job	46
Savings	30
Boyfriend/girlfriend	27
Friends	20
Public assistance	9
Unemployment	5
Other sources	3

[a]More than one response was appropriate.

Source: First and Second Followup Questionnaires (Version A).

Although most Chapter 1 N or D youth seeking work found a job, many did not. Given the age of these youth and their lack of academic training, this situation is not surprising. However, given the importance of work to these youth, it does point out the need for a continuing emphasis on job readiness and work skills that will be in demand.

Most Chapter 1 N or D youth avoid trouble with the law, at least in the short term, after release. At the first interview Chapter 1 N or D youth participated in after their release from confinement, 16 percent reported having had some problem with the law. The incidence of problems with the law increases as the students are out of the facility for longer periods of time. Another 27 percent of those still in the community reported having had additional problems with the law during the time that had elapsed between interviews. At both observation periods, the encounters reported were generally serious enough to result in arrest, with charges being filed for adjudication in about half of these cases.

5. OPERATION AND ADMINISTRATION OF CHAPTER 1 N OR D

This chapter provides an overview of the operation and administration of the Chapter 1 N or D program within the general educational programs at participating facilities.

Among the key findings addressed in this chapter are these:

- **Administration of the Chapter 1 N or D program is complicated by the number and diversity of parties involved and the relatively low time commitments made by these parties to N or D administration.** Staff of the SEA, SAA, and participating facilities, who are charged with administrative responsibility for the Chapter 1 N or D program, allocate, on average, less than half of their time specifically to the Chapter 1 N or D program.

- **The main focus of the Chapter 1 N or D program is in juvenile facilities.** Juvenile facilities house a majority of the residents eligible for and served by the program. They are much more likely to participate in the Chapter 1 N or D program and to have, on average, more participants per facility than adult institutions.

- **Rehabilitation and education are more integral to overall institutional goals in juvenile facilities than in adult institutions.** Juvenile facilities allocate over twice the percent of total staff to rehabilitation and treatment functions that adult institutions do and three times the percent of total resources to education.

- **The Chapter 1 N or D program provides substantial resources for the overall education program at facilities.** Chapter 1 N or D funds account for 10 percent of total education funding and 12 percent of all education staff at participating facilities. In juvenile facilities, Chapter 1 N or D funds provide 14 percent of all education funds and 5 percent of the total number of education staff, compared with 5 percent of the funding and 7 percent of the staff in adult institutions.

- **Chapter 1 N or D funding is a particularly important source of support for computer purchases, staff training and development, and instructional aides.** Although Chapter 1 N or D funds provided only 10 percent of the total education budget at participating facilities, these funds paid for 43 percent of the amount used for computer-related purchases, 21 percent of the amount expended for staff training and development, and 47 percent of expenditures to support instructional aides.

- **At all levels of the Chapter 1 N or D administrative structure, program staff report that the amount of resources contributed by Chapter 1 are not commensurate with the burden associated with operating the program.** Staff find the Chapter 1 N or D recordkeeping and reporting requirements, particularly the student and program evaluation requirements, burdensome.

This perception of burden is compounded by the administrators' belief that the Chapter 1 N or D program is inadequately funded.

This chapter first describes the agencies and staff who administer the program and examines the characteristics of participating facilities. The chapter then considers the personnel and financial resources that support the education of institutionalized youth, including Chapter 1 N or D at the facilities, before discussing the problems reported by Chapter 1 program administrators.

Agencies and Staff Administering Chapter 1 N or D

Administration of the Chapter 1 N or D program involves the SEA, the SAA, and one or more staff persons at the participating facility. The primary administrative agents for the program are SAAs, which are usually agencies such as state corrections departments, departments of youth services, or other human services agencies that do not have education as their primary mission. SAAs may also be community colleges or specialized school districts. In a few states with small programs, the SEA also serves as the SAA. More than half of the states have more than one SAA. In these states the SAA for juvenile facilities is typically a department of youth services or a specialized school district, while the SAA for adult institutions is a state department of corrections.

The SEA acts as a conduit for funds from the U.S. Department of Education to the SAAs. The SEA reviews and approves applications, sometimes provides on-site technical assistance, and monitors the program. SAAs develop programs, allocate funds to participating facilities, conduct on-site monitoring of programs to ensure regulatory compliance, provide technical assistance, and generally oversee program operations. The primary function of facility-level staff with administrative responsibility for the program is to implement policies and procedures required by the SAA.

Assignment of administrative responsibility for individual facility programs depends on the structure of correctional education in the state. In about one-fourth of the states, a single SAA staff person is responsible for program coordination at all participating facilities under the agency's jurisdiction, while in the remaining states, facility-level administration of Chapter 1 N or D is the responsibility of individuals holding other positions within the facility, typically the school principal or an educational supervisor.

On average, staff with administrative responsibility for the program at the facility report spending 14 percent of their time engaged in Chapter 1 N or D activities. Program coordinators at the SEA, on average, allocate about the same amount of their time (13 percent) to the Chapter 1 N or D program. SAA coordinators, on average, allocate 46 percent of their time on Chapter 1 N or D program administration.

Facilities Participating in Chapter 1 N or D

The Chapter 1 N or D program operates within three types of state-operated institutions: facilities for neglected youth, juvenile delinquent facilities, and adult correctional institutions. In fiscal year 1988, approximately 400 state-operated institutions received Chapter 1 N or D funding, down substantially from the 590 reported by the states for 1983-84.

More than half (55 percent) of the 400 facilities participating in the Chapter 1 N or D program are facilities for delinquent youth. Adult correctional institutions account for 40 percent of participating facilities, while 5 percent are facilities for neglected youth.

Facilities for juvenile delinquents, which account for just 37 percent of all correctional institutions under the jurisdiction of the responding SAAs, represent the majority of institutions participating in the Chapter 1 N or D program. Nearly 60 percent of all State-operated juvenile facilities receive Chapter 1 N or D funding, compared with only 26 percent of all adult correctional institutions.

Federal regulations stipulate that to be eligible for Chapter 1 N or D funding, institutions must have an average length of stay of at least 30 days and operate a state-funded education program. The latter requirement underscores one important difference in program administration between the Chapter 1 basic grants program and the Chapter 1 N or D program--establishing the presence of an appropriate education program for Chapter 1 to supplement.

In deciding which facilities will receive funds, SAAs must also take into account the size of the state Chapter 1 N or D grant and the availability of other state compensatory education funding. More than half of all SAAs report having facilities with eligible residents that do not participate in the Chapter 1 N or D program. Of these SAAs, 45 percent report inadequate

funding as a reason for nonparticipation. Other reasons include rapid student turnover (35 percent), the lack of an education program altogether (10 percent), and the complexity of application and evaluation requirements governing the program.

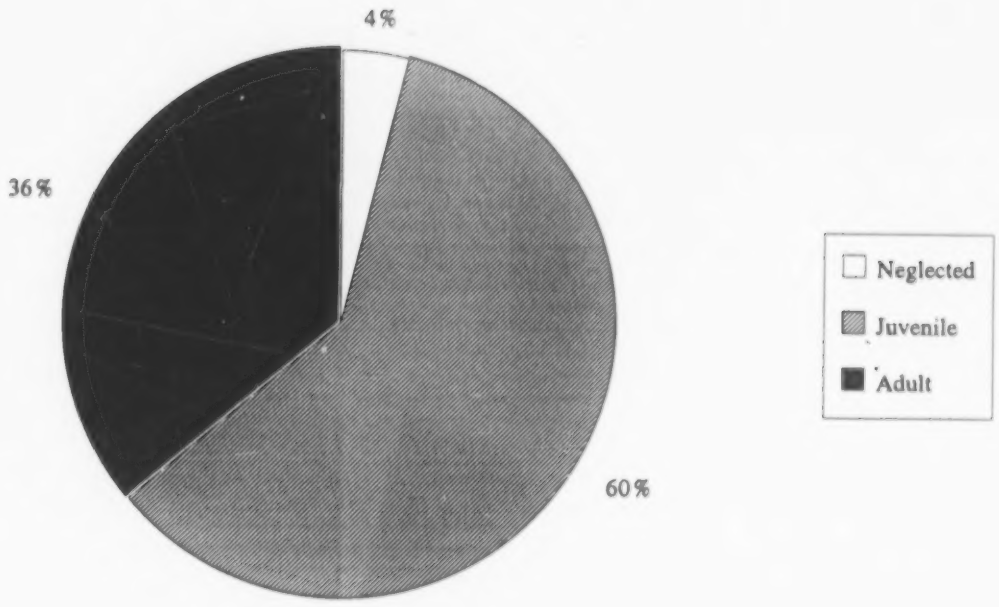
In addition to being substantially more likely to operate a Chapter 1 N or D program, juvenile facilities house a majority of the eligible population and an even more sizable percent of those persons actually served by the Chapter 1 N or D program (Figures 5-1 and 5-2).

Use of Funds for the Education of Institutionalized Youth

Because of the younger age of their inmates and their lack of choice about participation in educational programs, juvenile facilities allocate a considerably higher percentage of total resources to education than do adult institutions. On average, participating juvenile facilities allocate about 15 percent of the total facility budget to support education, whereas education accounts for an average 5 percent of (the much larger) adult institutional budgets. Per pupil expenditures also are higher in juvenile facilities than in adult institutions. Analyses of per pupil expenditure based on the number of education program participants as of a given day in 1988 indicate that juvenile facilities spend more than twice as much per pupil ($5,591) as do adult institutions ($2,422). Because of resident turnover within the corrections system, the total number of persons served over the course of a year is greater than the number served on a given day, thus effectively reducing the amount spent on individual students. This reduction would occur for both types of institutions but in differing proportions because of the longer average length of stay at adult institutions.*

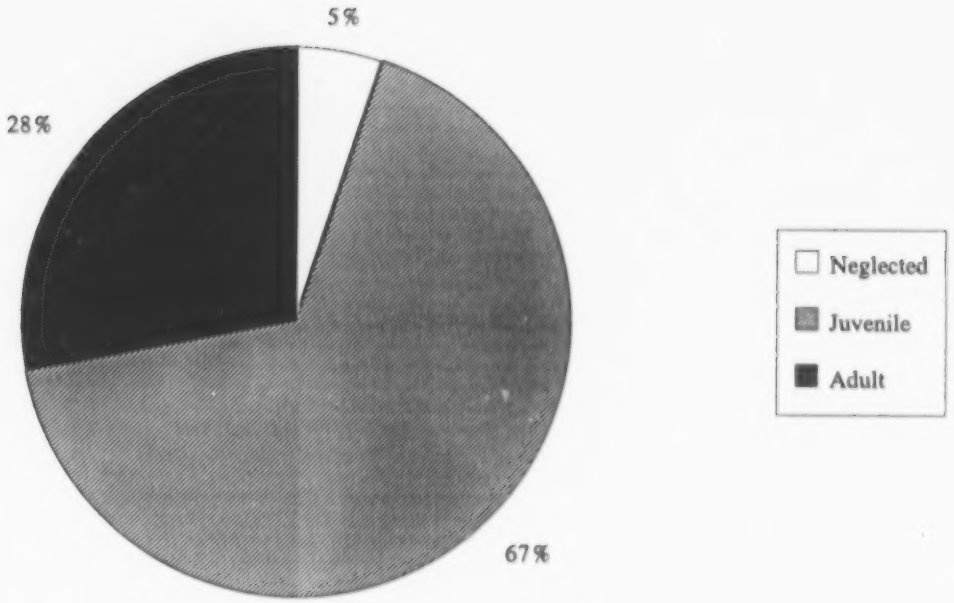
*The number of study respondents unable to report the number of inmates participating in education throughout the course of the year precludes calculation of a per pupil expenditure that accounts for student turnover. For comparative purposes, the National Institute of Corrections estimated an average per pupil expenditure for adult offenders of $1,580 in 1983.

Figure 5-1. Distribution of Chapter 1 N or D Eligible Students, by Type of Facility



Source: Mail Survey of SAAs.

Figure 5-2. Distribution of Chapter 1 N or D Participants, by Type of Facility



Source: Mail Survey of SAAs.

Comparative analysis of the specific contribution made by Chapter 1 N or D funding to the overall education program at each type of facility reveals differences in scope similar to those found in education generally. In juvenile facilities, the average Chapter 1 N or D budget of $94,000 represents a percentage of the total education budget (14 percent) that is nearly three times greater than that in adult institutions (5 percent), which receive an average of $46,000 in Chapter 1 N or D funding. The difference in the contribution made by Chapter 1 N or D funding between the two facility types is explained by higher levels of student participation.

Based on the number of Chapter 1 N or D students as of a given day in 1988, the average amount of Chapter 1 N or D funds expended annually per pupil was approximately $1,500 at juvenile facilities, compared with $1,300 at adult institutions.** The apparently lower per pupil expenditures in adult institutions probably reflect the different types of state-funded education programs that Chapter 1 N or D supplements in the two types of facilities. Whereas Chapter 1 N or D students in juvenile facilities are predominantly enrolled in regular academic courses, similar to those they would receive in a public high school, participants in adult institutions are more likely to take adult basic education, GED preparation classes, or vocational courses.

Chapter 1 N or D now represents a smaller proportion of the total education budget of juvenile and adult facilities that participate in the program than it did a decade ago. Estimates for fiscal 1978 indicate that Chapter 1 N or D funds provided 19 percent of the total education budget among participating facilities. Comparable estimates for fiscal 1988 show that Chapter 1 N or D provided 10 percent of the total education budget. The data also suggest that during this period the overall funding for education increased among state-operated facilities participating in the N or D program (Table 5-1). Between fiscal 1978 and 1988, the average number of residents in such facilities on a given day increased by 36 percent, the average total budget for education increased by 117 percent. By comparison, the average facility's Chapter 1 N or D budget increased by 8 percent.

**Again, however, due to student turnover throughout the year, the amount expended per individual is lower at each type of facility. Analyses of data from the 51 SAAs that could report the total number of students served throughout the year results in a per individual student expenditure of N or D funds of approximately $629 across all institutions.

Table 5-1. Comparison of Education Budgets for the Average N or D Facility, Fiscal 1978 and 1988

Average Chapter 1 N or D Facility	Fiscal 1978	Fiscal 1988	Change
Chapter 1 N or D budget	$71,000	$76,500	+8%
Total education budget	$371,000	$804,000	+117%
Chapter 1 N or D as % of total	19%	10%	-50%
Number of residents	407	552	+36%

Source: Compensatory Education and Confined Youth, Vol. 2; June 1979, and Survey of State-Operated Delinquent Youth and Adult Correctional Facilities Questionnaire.

Examination of educational expenditures reveals that although the level of education spending varies greatly by type of facility, there is much similarity in how total education funds and Chapter 1 N or D funds are distributed (Table 5-2). Although Chapter 1 N or D expenditures represent only 10 percent of overall education funding, Chapter 1 N or D funding accounts for much higher proportions of computer-related purchases and staff training and development expenses than are provided by state funds (Figure 5-3).

Reliance on Chapter 1 N or D funds for computer purchases is particularly high in adult facilities where the program provides nearly half of the total amount used for such purchases. Chapter 1 N or D also supports 27 percent of total resources used for staff training and development at juvenile facilities. Chapter 1 teachers in juvenile facilities, on average, receive about 20 hours more in-service training per year than non-Chapter 1 teachers.

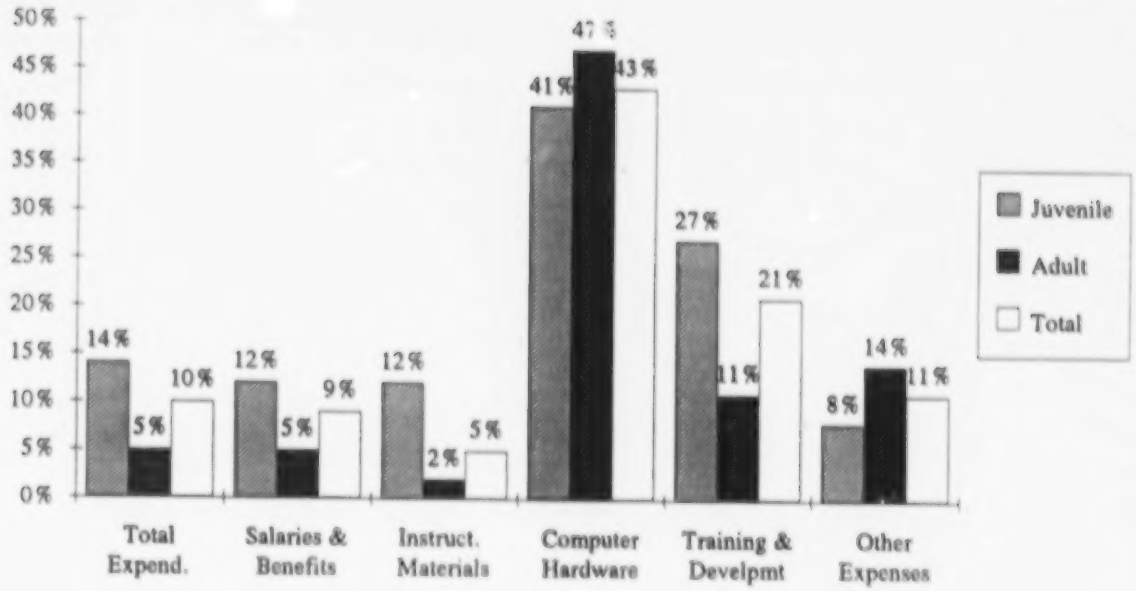
One possible explanation for the amount of Chapter 1 N or D funds spent on computer-related products and staff training is that computers and workshops are easily identifiable as Chapter 1 purchases, and once all Chapter 1 staff salaries have been covered, the remaining 10 percent is used for such expenses.

Table 5-2. Distribution of Total Education Funds and Chapter 1 N or D Funds, by Type of Facility

	Percent of Total Education Funds		Percent of Chapter 1 N or D Funds	
	Juvenile facility	Adult facility	Juvenile facility	Adult facility
Salaries and benefits	94	88	92	85
Instructional materials	4	9	4	3
Computer hardware and software	1	1	2	6
Staff training and development	--	--	1	1
Other educational expense	2	2	1	4

Source: Mail Survey of Facilities.

Figure 5-3. Chapter 1 N or D Expenditures as a Percent of All Education Expenditures, by Type of Facility



Source: Mail Survey of Facilities.

Personnel Resources for the Education of Institutionalized Youth

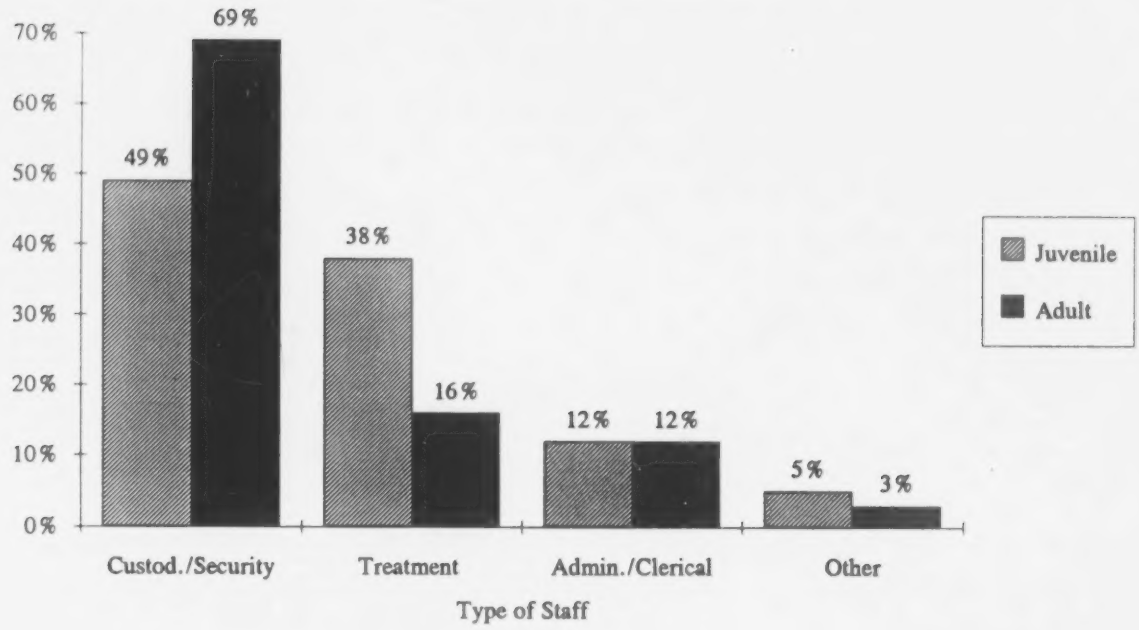
Figure 5-4 shows that rehabilitation or treatment efforts consume 38 percent of total staff resources in juvenile delinquent facilities, compared with 16 percent in adult correctional institutions. About one-third of this difference in treatment staff is accounted for by education personnel.

Not surprisingly, staff allocation patterns closely follow expenditures, with 13 percent of all juvenile facility staff having education-related responsibilities, compared with just 6 percent in adult institutions. Teachers account for approximately three-fourths of all education staff in both settings, but paid educational aides represent a substantially higher proportion of the education staff in juvenile facilities (11 percent) than in adult correctional institutions (2 percent). Administrators, counselors, and specialists account for the remainder of education staff, with each representing less than 10 percent of the total at both types of facilities.

Overall, Chapter 1 N or D staff represent about 12 percent of all education personnel in participating facilities--15 percent in juvenile facilities and 7 percent in adult institutions (Figure 5-5). Of the approximately 900 Chapter 1-funded staff persons in these facilities, about 240 are aides. Whereas just 12 percent of all education staff are funded by Chapter 1, nearly half of all paid education aides are Chapter 1-funded. As the figure shows, reliance on the Chapter 1 N or D grant to provide classroom aides is particularly great in adult institutions, where 57 percent of all such staff are Chapter 1-funded. This finding is consistent with what was reported by adult facility education program administrators, 22 percent of whom identified "providing aides" as the role of the Chapter 1 N or D program--the highest percentage citing any specific function.

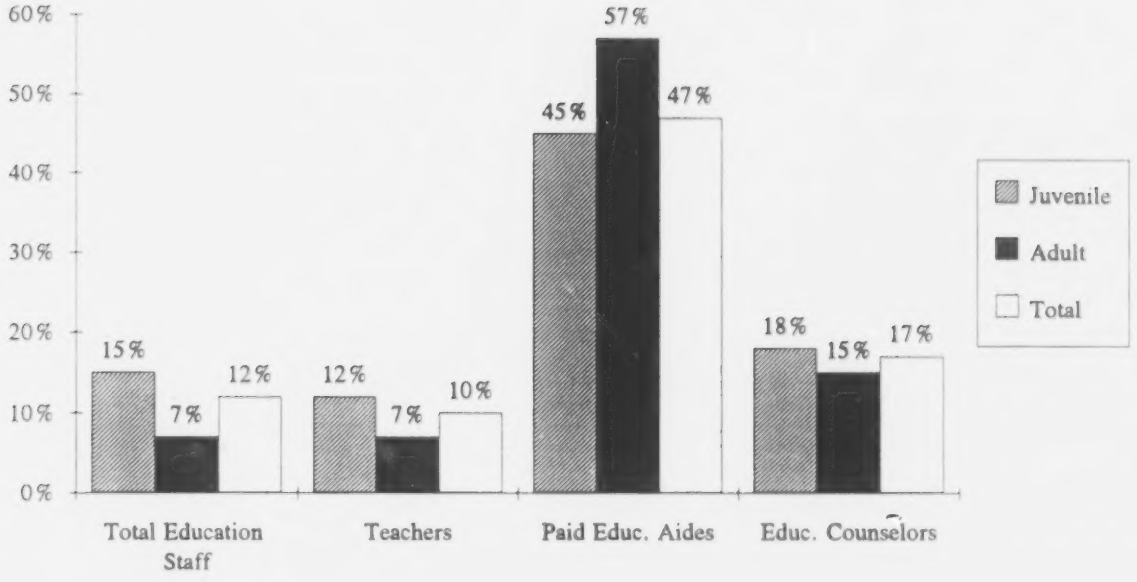
Nevertheless, there are still relatively few classroom aides in both juvenile and adult institutions. The typical Chapter 1 N or D staffing at juvenile facilities consists of two teachers and one aide. In adult facilities, where the number of participants averages about half that found in juvenile facilities, Chapter 1 N or D staffing averages one teacher and one aide who is less than full time.

Figure 5-4. Overall Staff Allocation, by Type of Facility



Source: Mail Survey of Facilities.

Figure 5-5. Chapter 1-Funded Staff Positions as a Percent of all Education Staff, by Type of Facility



Source: Mail Survey of Facilities.

Chapter 1 N or D teachers in juvenile facilities average caseloads of approximately 35 students and teach an average of five Chapter 1 classes per day, so the student-teacher ratio is 7:1. Chapter 1 N or D teachers in adult institutions average caseloads of 28 students but teach four Chapter 1 classes per day, so the student-teacher ratio remains the same.

Problems Reported by Program Administrators

Administrative problems associated with the Chapter 1 N or D program, as reported by state- and facility-level staff and as suggested by the foregoing discussion, can be grouped into four broad areas:

1. A lack of congruence between the amount of time required to effectively administer the Chapter 1 N or D program and the proportion of their time allotted to N or D administration;
2. A poor fit between federal regulations governing the program and the operation of correctional education programs;
3. The burden imposed by recordkeeping and paperwork requirements; and
4. Inadequate funding.

These factors pose obstacles at each level of Chapter 1 N or D administration.

Nearly half of the 51 SEA Chapter 1 N or D coordinators identified a lack of congruence between the time allotted for their fundamental responsibility--administration of the Chapter 1 basic grants program--and time used in the administration of the Chapter 1 N or D program. On average, they allocate one-fifth of their time to administration of the Chapter 1 N or D program. In addition to requiring knowledge and familiarity with N or D regulations, administering the Chapter 1 N or D program requires working with one or more SAAs and, to a lesser extent, working with individual correctional facilities. SAAs and correctional facilities differ markedly in purpose, structure, and operations from the local school districts and schools with which the Chapter 1 coordinators most often deal. A lack of interagency coordination, the problem reported second most frequently by SEA staff, further underscores the difficulties created by the fragmentation of administrative responsibility across three or more organizations with different priorities.

More than a quarter of the facility-level education program administrators also find the lack of coordination between Chapter 1 N or D and their primary area of responsibility to be a problem. At the facility level, the difficulty with Chapter 1 N or D stems primarily from the program's complex regulatory structure, relative to other programs operated by these educational facilities. In adult institutions, a lack of coordination with the regular education program is the most frequently reported administrative problem (cited by 28 percent of respondents).

Coordination of instruction within adult institutions is complicated by the prescribed age limit for Chapter 1 N or D participation, which precludes many of the students who might benefit most from supplementary instruction from receiving Chapter 1 N or D services. In adult institutions, just over one-third of the eligible population receive Chapter 1 N or D services. Student refusal to participate and behavior problems are the most frequently reported reasons why more youth are not served. Educational administrators at adult correctional institutions emphasize that many of the younger inmates lack the motivation and commitment to benefit fully from correctional education. Older inmates who typically elect to receive educational services are more likely to see the value of education, and are less likely to exhibit disruptive behavior in the classroom. From the perspective of education administrators in adult facilities, the issue is not why more eligible students are not being served but why more students are not eligible. The most frequent recommendation that Chapter 1 N or D coordinators in adult facilities offer for improving the Chapter 1 N or D program is to raise, or eliminate, the age limit for eligibility.

From the SAA perspective, evaluation-related issues were the most frequently reported problem in Chapter 1 N or D administration. One-third of SAA respondents identified as a problem the federal regulations requiring that Chapter 1 N or D programs be "evaluated annually to determine their impact on the ability of such children to maintain and improve educational achievement, to maintain school credit in compliance with State requirements, and to make the transition to a regular or special education program operated by a local education agency" (P.L. 100-297, sec. 1242[d]).

A majority of facilities and SAAs report student achievement scores to fulfill the stated purposes of the annual evaluation, although many of the administrative and instructional staff interviewed expressed the view that standardized achievement test scores were, at best, a poor barometer of either student progress or program effects--a view confirmed during reviews of student files. Some 6 out of 10 facility-level program coordinators indicated that they do not

believe their SAA's annual program evaluation to be a useful measurement of the success of the Chapter 1 program at their facility. The most common reasons given for this opinion are student turnover and the perception that the federal guidelines are unrealistic.

Aside from the poor match between education in the correctional environment and specific Chapter 1 N or D regulations, such as the age limit on eligibility and evaluation requirements, there is a broader issue of the burden imposed by these requirements. Some 30 percent of SAA staff reported recordkeeping and paperwork requirements as an important problem second only to evaluation issues. One-fifth of the SAAs who reported having nonparticipating facilities with eligible students under their jurisdiction listed "application and evaluation requirements" among the reasons why more facilities do not operate a Chapter 1 N or D program.

SEA and facility staff also cited the paperwork burden as among the most important problems. "Easing these reporting requirements" was the most frequent recommendation for program improvement offered by SEAs, and among the most frequent recommendations provided by SAA and facility personnel.

The perception that the Chapter 1 N or D program entails excessive recordkeeping is widespread among persons charged with administering the program. It is important to understand that although the regulatory and recordkeeping requirements of the Chapter 1 N or D program are in themselves no greater than those placed on the public school system, they are perhaps, for reasons just discussed, more difficult to implement in the corrections environment.

The issue of administrative burden is further illuminated through examination of various perspectives on the adequacy of funding for the Chapter 1 N or D program. SAAs with nonparticipating facilities cited insufficient funding as the primary reason why more facilities under their jurisdiction do not provide Chapter 1 N or D services, and Chapter 1 N or D coordinators at juvenile facilities reported insufficient funding as the main reason why more eligible students do not receive Chapter 1 N or D services in such facilities. Moreover, "increased funding" is among the recommendations most frequently offered for program improvement by all persons surveyed or interviewed for this study. It is clear that the administrative burden perceived by many recipients or potential recipients of these resources--not only the requirements

themselves, but also the perceived inappropriateness of the evaluation requirements--outweighs the value of the financial resources contributed through the Chapter 1 N or D program.

6. POLICY ISSUES AND RECOMMENDATIONS

Analyses of data from this study of the Chapter 1 N or D program suggest four central policy issues and recommendations to be considered by federal, state, and local administrators.

ISSUE #1: As currently configured, the Chapter 1 N or D program is not well coordinated with the overall education program at participating adult correctional institutions.

Eligible inmates represent a small fraction of the adult correctional facility's total population, and fewer than two-fifths of the eligible inmates in participating adult facilities elect to receive Chapter 1 N or D services. In these settings, Chapter 1 N or D is a small part of facility and education program operations, funding an average of only 5 percent of the education budget. Indeed, many adult institutions elect not to operate a Chapter 1 N or D program. The population served by the Chapter 1 N or D program in adult correctional institutions consists mostly of high school dropouts who have returned to an education program while incarcerated. While in the correctional education system, these older young people tend to participate in vocational, GED preparation, and adult basic education classes rather than high school academic classes. Half of the participants are at least 20 old. This statistic is not only a reflection of the age of the population in these facilities but also an indication of education program administrators' reluctance to stop serving young people who are noticeably benefiting from services simply because they have reached the age of 21. After release from the institution these youth are unlikely to enroll in school.

Although the educational needs of eligible youth in adult institutions are not markedly different from those of youth in juvenile institutions, the educational and training systems in place for responding to those needs are different. The structure and schedule of educational services have been adapted to the routines of a correctional setting and, unlike facilities housing young juveniles, do not resemble those of secondary schools. The programs adult facilities offer, which inmates are most likely to pursue, are those perceived to be related to earning a living upon release.

RECOMMENDATION #1: Encourage adult correctional facilities to better coordinate Chapter 1 N or D with other educational programs including preparation for the general educational development certificate, adult basic education, vocational education, and job training. Promote this greater coordination by identifying and disseminating information on alternative models for project design that will help adult correctional facilities better coordinate Chapter 1 N or D with their other programs.

ISSUE #2: State and local interpretations of Chapter 1 N or D requirements, especially those dealing with student selection and program evaluation, are often perceived to be inappropriate. These interpretations place undue burdens on facility staff and may preclude students with the greatest potential for benefit from receiving Chapter 1 N or D services. Increased understanding of the requirements could improve state and local approaches to Chapter 1 N or D needs assessment, student selection, and annual evaluation.

The statutory provision requiring that eligible students selected for Chapter 1 N or D services be those who "have the greatest need for special assistance, as identified on the basis of educationally related objective criteria ... which include written or oral testing instruments, that are uniformly applied..." (P.L. 100-297, Sec. 1014, [b][3]) and the provision requiring that Chapter 1 N or D programs "be evaluated annually to determine their impact on the ability of such children to maintain and improve educational achievement, to maintain school credit in compliance with State requirements, and to make the transition to a regular program or special education program operated by a local education agency" (P.L. 100-297, Sec. 1212, [d]) establish the framework for facilities' approaches to needs assessment, student selection, evaluation, and recordkeeping.

As a result of student mobility and turnover within the corrections system, uniform application of written or oral testing instruments is perceived by program administrators as difficult to achieve on a pre- and post-test basis. Also students may not perform at their highest level because of pressures created by entry into a correctional facility, when such testing typically occurs. In light of these constraints, facility staff consider it unduly burdensome to attempt to achieve some level of standardization in the testing process, to rank students on the basis of achievement, and to select students accordingly.

Regulations for the Chapter 1 N or D program recognize the near universality of need for Chapter 1 services among students enrolled in education programs in the correctional environment by stating that "children are eligible for services if they are in an eligible institution and meet the definition of children"; therefore, after establishing a minimum level of enrollment, the regulations do not "require the identification of educationally deprived children." The regulations further state that "if there are sufficient resources to serve all of the children, the State agency could include them in programs under this part" (C.F.R. Vol. 54, No. 136, p. 30194.). However, as reported in earlier chapters, diminishing resources are a critical problem with the Chapter 1 N or D program, especially in institutions housing only youth. Moreover although the regulations acknowledge that nearly all institutionalized youth are educationally deprived, they still require that those in greatest need be selected on the basis of an annual needs assessment involving all children in the eligible institutions. These influences, combined with the need for program documentation, result in facilities' staff placing primary emphasis on test scores for student selection rather than using other selection criteria along with test scores.

Program evaluations are, in turn, largely based on the aggregation of individual student evaluations, usually using these standardized test data. Given the problems associated with student evaluation in the corrections context, program evaluations based on these measures may not be reliable indicators of success in achieving program objectives.

This contributes to a disparity between what effectively become the operational goals of the program, as represented through annual evaluations, and what the program can reasonably be expected to achieve, given the nature of the population served, the environmental constraints on education in the correctional setting, and the conditions of participants' lives once they return to the community. As already discussed, about half of the students served by Chapter 1 N or D in juvenile institutions who were released during the 10-month follow-up period returned to school upon release, and only 20 percent of those released from adult institutions returned to school during this period. Moreover, many of those who did reenter school after release subsequently dropped out within the limited data collection period. The reasons why many Chapter 1 N or D participants chose not to reenter school after release or chose to drop out a short time later have little to do with the efficacy of the services they received through the Chapter 1 N or D program while institutionalized. These data are more readily explained by the youths' return to poverty and the need to earn income upon release. Moreover, to the extent that inadequacies in the educational and support services available to youth while institutionalized are factors in their

decisions not to graduate from high school, Chapter 1 N or D, if only by virtue of its relative insignificance within the larger spectrum of treatment services in facilities, is among the least culpable components. Substance abuse counseling, vocational preparation, and a variety of transitional services address issues youth face immediately upon release. These services may have more of an influence than the Chapter 1 N or D program on the likelihood of a successful transition into the community, whether that transition includes further schooling or not. However, the statute focusing the measurement of the success of the Chapter 1 N or D program, and determining the design of the services to be rendered, on the basis of impact on participants' ability to return to local schools often seems inappropriate.

Finally, the implementation of federal evaluation requirements is also inconsistent with the stated goals of many Chapter 1 N or D teachers. Many of the teachers in Chapter 1 N or D facilities noted that for many of their students, a belief in the value of education is a necessary prerequisite to effective learning and that cultivating such a belief is their primary instructional goal. Instilling such a belief in youth who typically have a long history of failure in school, in the relatively short amount of time available to Chapter 1 N or D teachers, would be remarkable. The effective programs that were visited went beyond merely using standardized tests to use multiple evaluation criteria, including some related to noninstitutional life. Effective programs' goals focused on enhancing youth's ability to solve problems and to function outside the correctional setting. Less-effective programs were driven by a focus on easily quantifiable criteria (e.g., number of students passing the GED), with no attention to intermediate benchmarks related to ability to apply new knowledge outside the correction setting. These discrepancies between what the teachers see as their primary function, what can realistically be expected of these youth, and what the government views as measures of a successful program explain why a majority of program coordinators believe that annual program evaluation requirements are not useful and why "unrealistic federal guidelines" are most often reported as the reason for this view.

RECOMMENDATION #2: Expand the states' and facilities' understanding of student selection and evaluation requirements, encouraging use of multiple outcomes. Exclusive or nearly exclusive reliance on test scores should be discouraged as contributing to too limited a program focus. Multiple approaches to measurement should be emphasized to achieve more realistic expectations of outcomes for the youth being served.

ISSUE #3: Not only does the instruction provided to Chapter 1 N or D participants in many facilities not include what experts have determined to be particularly effective practices, but the program improvement mandate of the most recent Chapter 1 legislation is virtually unknown in the Chapter 1 N or D classroom.

At many of the facilities visited for this study, Chapter 1 instruction too often relied on a workbook-based curriculum focusing on the rote mastery of isolated skills or subskills. As a result of the perception that individual student needs vary greatly, many Chapter 1 N or D classes consist of students working independently on individualized packets of materials, with little opportunity for whole-group instruction, peer group interaction, or cooperative problem-solving activities. Regulations for the new Chapter 1 legislation (P.L. 100-297)--released while this study was in progress--aimed at improved coordination of instructional services, increased focus on integrating advanced thinking skills in the Chapter 1 curriculum, acceleration of learning, and flexibility in program design and service delivery models, offer promising opportunities for Chapter 1 N or D.

Educational staffs of many facilities are isolated. Some SEAs and SAAs lack personnel who are familiar with correctional education and knowledgeable about adult literacy and the teaching of educationally disadvantaged adolescents. All Technical Assistance Centers (TACs) and Rural Technical Assistance Centers (R-TACs) are permitted to provide technical assistance to Chapter 1 State N or D programs. States must specify such assistance in the agreement between the state and the TACs and R-TACs, but some states do not request it. Chapter 1 N or D teachers and administrators do not often take advantage of Chapter 1 technical assistance opportunities, and SAAs and facilities do not regularly demand it. Federal and state administrators should promote the use of technical assistance more actively. At the lower administrative level, corrections administrators sometimes impede opportunities to receive technical assistance by constraining staff travel and not allowing release from day-to-day responsibilities. Conversely, the majority of Chapter 1 N or D and other correctional education teachers do participate in in-service programs, although the level of participation varies considerably. Assistance provided to basic grant Chapter 1 students must be extended to Chapter 1 N or D teachers.

RECOMMENDATION #3: Federal and SEA program managers should place greater emphasis on directing dissemination and technical assistance activities to Chapter 1 N or D administrators and teachers, and exploring alternative methods to reach these target audiences successfully. The topics to be addressed should include program improvement strategies, better coordination of instructional services, increased integration of advanced thinking skills into Chapter 1 N or D curriculums, acceleration of learning, appropriate instruction for adult learners, and flexibility in program design and service delivery models.

ISSUE #4: States are not using Chapter 1 N or D funds for community-based, transitional services despite legislation allowing them to do so.

States have been given the opportunity to develop programs that would allow state-operated Chapter 1 N or D funds to be used by local education agencies, community colleges, and private schools to facilitate the transition of youth back to school. States are allowed to set aside 10 percent of the state's Chapter 1 N or D grant for this purpose. As has already been noted, large numbers of eligible youth are not being served by Chapter 1 N or D while they are in correctional facilities. Holding funding constant, any redirection of funds to youth who have returned to schools in their communities (where they would be eligible for Chapter 1 basic grant service) would only reduce the services available for institutionalized youth. Former Chapter 1 N or D participants return to their precommitment communities of residence. These are generally scattered across a state, although some large urban districts may be the community of residence for several released youth.

There is a need for community-based support beyond what the juvenile and adult corrections aftercare systems are providing. More can and should be done to provide the professional guidance, counseling, and support youth need as they readjust to life in the community. The proportion of youth getting into trouble with the law once returned to their communities indicates that more support is needed. Such services require trained personnel to design, implement, and administer the programs. They require carefully stated goals and objectives that ensure that resources are expended appropriately. They require outreach capabilities that span multiple facilities and communities and state and local social service agencies. To be effective, transitional service programs may require a programmatic mandate and structure beyond what exists under Chapter 1. Although Chapter 1 N or D allows the use of funds for transitional services, this allowance is insufficient to actually cause the provision of such services. However, it does provide a framework in which to discuss them.

RECOMMENDATION #4: Use the framework of Chapter 1 N or D to encourage agencies that work with delinquent youth to recognize the importance of transitional services and to stimulate identification of alternative vehicles for meeting the postrelease support needs of these youth. Alternatives considered should include those that are community based as well as facility based. They should address the needs of Chapter 1 N or D youth of different ages and youth released from different types of facilities.

Chapter 1 N or D is a program intended to benefit some of the nation's most "at risk" youth, many of whom have already fully experienced the negative results of being at risk. The program is seeking to meet a difficult and expanding challenge. Over time, legislation has recognized the importance of what Chapter 1 N or D tries to do by expanding the program's mandate, first to youth in adult correctional facilities and then to youth after they are released from the correctional system. Despite this, over the past 10 or 12 years the funds appropriated for Chapter 1 N or D program have not kept up with inflation. Except for the Chapter 1 N or D teacher, the program has the undivided attention of very few education administrators or providers--from the federal level to the local level. The program has continued to exist and to operate under difficult circumstances, but it has not flourished. These recommendations encourage greater sharing and coordination of ideas across all levels of the program, with the ultimate goal of revitalizing the classroom and increasing its responsiveness to the needs of the youth who are served therein.

APPENDIX

EFFECTIVE AND COMMON PRACTICES

On the following pages, examples of effective practices in correctional education are compared with conventional practices commonly found within the correctional education programs visited. The effective practices are based on a review of the relevant literature on effective instructional practices for disadvantaged learners, for adult learners, and on organizational effectiveness provided by the effective school research. The effective practices body of research is consistent with the new focus of Chapter 1 legislation to improve the quality of Chapter 1 programs through emphasis on advanced thinking skills, to improve coordination of Chapter 1 and regular education instruction, and to improve student performance in the regular program to ensure accomplishment of desired outcomes, such as the achievement of literacy and the completion of a high school equivalency program. Elements of these practices were found in many of the programs studied, although no program exemplified effective practices on all dimensions.

	Effective Practices	Common Practices
Acknowledgement of the Importance of Education	Education is considered by facility administrators to be primary or foremost in rehabilitation or treatment of the offender.	Facility administrators do not view education as an important part of rehabilitation efforts; it is secondary to custodial/ security functions of the institution.
	Residents are provided many opportunities for instructional exposure.	All instruction is provided within a shortened time frame that competes with highly-paid or highly-valued institutional activities.
	Participation in the education program is required or encouraged through incentives for participation.	Inmates are free to select their major assignments, and receive fewer incentives and lower compensation for school attendance.
Administrative Leadership and Support	Facility administrators support the educational program by encouraging strong leadership of educational program administrators.	Facility administrators impede and interrupt the educational program in the interest of custodial/security precautions.
	Educational administrators are represented among the institution's administrative structure.	Education administration is subordinate to the administration of the overall institution.
Funding	Given limited funding, Chapter 1 funds are used as seed money for designing and implementing innovative programs.	Given limited funding, the use of Chapter 1 funds is not well planned.
Staffing/Professional Development	Educational staff are employees of a local school district, community college, or special correctional school district.	Educational staff are employees of the correctional agency, and educational responsibilities are secondary to security concerns and responsibilities.

	Effective Practices	Common Practices
	Teaching positions attract highly qualified staff appropriate for the student population. Teachers deliberately select the institutional environment because they believe they can make a difference.	Teaching positions attract many staff who cannot obtain positions in local school districts. Staff can be hired only through the state's civil service system, which operates slowly in terms of interviewing and hiring.
	Staff are paid salaries comparable to those of teaching staff in adjacent school districts.	Teachers receive lower compensation than public school teachers with comparable qualifications and experience.
	Given limited funding, extensive use is made of appropriately trained and supervised teacher aides in both Chapter 1 and regular classrooms.	Alternative staffing patterns are not considered. Staff reductions are the response to limited and diminished funding.
	Opportunities for staff development are provided in a planned sequence based on a systematic assessment of staff needs. They incorporate current research and effective instructional strategies for students in institutional settings.	Staff development opportunities are either nonexistent or unplanned. What opportunities exist are not based on current research and they do not reflect the needs of institutionalized students.
Coordination	Formal and informal mechanisms of coordination are established to ensure the day-to-day coordination of Chapter 1 and regular classroom instruction. Aides are used in regular and Chapter 1 classes to provide continuity and to coordinate instruction.	Chapter 1 is seen by regular education teachers as separate and apart from their curricular areas. Regular teachers know very little about the purpose of Chapter 1 funding or the services provided.
Assessment and Monitoring	A variety of measures are used, including portfolio assessments, observations and measures that focus on strategic learning across various content areas.	Detailed prescriptions, often in the form of individualized education program formats that focus on developing numerous isolated skills, guide the assessment of student performance and the monitoring of student progress.

	Effective Practices	Common Practices
	Teachers monitor, assess, and reinforce student performance by moving frequently among students and asking questions to check for understanding.	Teachers remain at their desk, diminishing opportunities for student-teacher interaction. Teachers interact with students only when questioned or asked to correct work.
	Assessment results are used to target areas for improvement and to review program delivery methods for individuals and for the program as a whole.	Assessment results are not appropriately used to review programmatic goals, objectives, strategies, or methods.
	Evaluative performance criteria are closely aligned with skills required in life outside the institution. Reading-related criteria for improved performance are comprehension based and require interpretation of meaningful text (e.g., newspapers, job application forms, directions on over-the-counter drugs).	Evaluative performance criteria are based on commonly misinterpreted outcome measures. "Success" is described as improving from performance as a 3rd-grade reader to a 9th-grade reader in 6 weeks. Such interpretations of success are based on a misinterpretation of grade-equivalent scores to mean grade level mastery. This misinterpretation has perpetuated the "quick fix" notion for literacy.
	Progress based on mutually defined student goals is monitored and recognized by teachers and institutional staff (e.g., privileges, certificates).	Progress is seen as successful completion of the GED with no intermediate benchmarks for recognizing improvement.
Curriculum	Curriculum is driven by varied and changing needs of students. All programs work toward competence first, followed by credentialing only if appropriate.	Curriculum is driven by objectives that are unrealistic and inappropriate to the needs of Chapter 1 students. An institutional focus on "numbers passing the GED" results in much student instruction in language mechanics (e.g., spelling and punctuation) when limited comprehension or vocabulary exists.

	Effective Practices	Common Practices
	Focus is on comprehension and problem solving in applied contexts applicable to life outside the institution.	Focus is on isolated skills and the rote mastery thereof.
Teaching Methods	A variety of instructional methods are employed to enhance the academic interest of students who have experienced repeated school failure. Individualized instruction is frequently combined with peer tutoring and cooperative learning groups to promote social cooperation, academic learning, and problem-solving activities.	Students are perceived to have academic needs that are so specific to the individual that only individualized instructional strategies are employed. Students work independently on individualized packets of materials, and are rarely provided opportunities for whole-group instruction, peer interaction, or cooperative problem-solving activities.
	Mathematics is presented as problem solving and provides ample opportunities for solving everyday problems that occur in life outside the institution.	Mathematics is presented as mastery in the computation of basic math facts. The major strategy employed is memorization reinforced through drill and practice with few opportunities for applied learning.

Effective Practices	Common Practices
Reading instruction focuses on comprehension of meaningful text, and includes reading, writing, listening, speaking and thinking activities. Students dictate or write about their personal experiences. They are then encouraged to "read" their story, remembering words they dictated. They are provided a variety of strategies for learning difficult or unfamiliar text, including their prior knowledge, context clues, sight words or phonetic techniques.	The approach to reading is a sequenced approach to skills development that includes vocabulary development, phonics, and structural analysis. The broad sequence is from sounds and letters to short words, long vowels, other vowels and consonants. Students must acquire these skills in isolation, divorced from the reading of meaningful text.
Teaching mode/approach incorporates teacher-student directed instruction as well as teacher-directed instruction in everyday setting. Adult students become "active-learners" when integrally involved in curriculum development, lesson planning, development, materials selection, and presentation/delivery of instruction.	The instructional mode is exclusively teacher-directed, or dictated by the IEP, and does not take advantage of prior knowledge of the adult learner.
Direct instruction is in basic and advanced skills, including reading comprehension, thinking and problem-solving.	Little direct instruction is provided; all direct instruction pertains to basic skills, such as math facts or computation.
"Metacognition" - the knowledge of one's strengths and weaknesses as a reader or thinker - is meaningfully integrated throughout classroom instruction as well as in activities of institutional life. It is a principle of social interaction as well as instruction, since the examination and understanding of one's thought processes and behavior is central to the notion of "rehabilitation".	Instruction stresses isolated skill development through workbook exercises, etc. Basic skills are not provided within a meaningful context of literacy and language.

	Effective Practices	Common Practices
Positive Classroom Environment	Class appearance reflects interest of students. Pictures of prominent leaders, multi-cultural and sports figures are displayed.	Class appearance is stark or reflects interests of teachers. Little attention is paid to display of motivational posters, slogans, etc. that reflect multi-cultural aspects of society and/or multiple interests of students.
	Teacher-student interaction is characterized by mutual respect.	Teacher-student interaction is relegated to a superior-to-subordinate status.
Time-on-Task	Instructional time is viewed as a valuable resource that must be wisely spent.	Instructional time is successfully completed if students either remain on some task or do not overtly cause a disturbance.
	Interruptions are minimal, and are only those essential for safety or security.	Interruptions are continual and disruptive to classroom instruction.
High Expectations	Staff have high expectations for student achievement during their length of stay, and communicate these expectations to all students. Staff believe that student learning can be greatly accelerated, and does not require a 12-year program to produce literacy and numeracy among releases.	Staff believe that most students are too educationally disadvantaged and their length of confinement is too short for any educational achievement to occur.
Instructional Materials	Materials are based on "life skills" competencies applicable to non-institutional living that are integrated throughout the curriculum, including vocational, academic, and counseling programs.	Materials are outdated and of low interest (e.g., controlled readers, worksheets, drilling isolated skills). High interest topics and activities are only presented in a pre-release program, or at the end of a class session as a reward for completing less desirable workbook activities associated with the diagnostic/ prescriptive objectives.

	Effective Practices	Common Practices
	A variety of materials such as newspapers, magazines, popular paperbacks, classics rewritten for lower reading ability levels, vocational/trade materials and CAI are used with students of all ability levels.	The myth that basic skill instruction must precede advanced instruction is well-entrenched. Opportunities for the development of advanced skills are never provided.
	Where computers are available, technology is up-to-date and allows the use of high-quality software. Software is available, and is aligned with instructional objectives. CAI provides ample opportunities for writing, comprehension, and problem-solving activities.	Where computers are available, computer technology is outdated; CAI software and/or games lacking instructional objectives are used for drill and practice only.
Transitional Services		
Support Services	A variety of non-educational services are provided as support for educational programs, including job readiness and placement, life skills training, alcohol and drug abuse counseling, health education, parenting, computer literacy and driver's education.	Ancillary services are either non-existent or limited to traditional services such as alcohol or drug abuse counseling.
	External resources such as speakers, tutors, vocational trainers, job training and placement programs are utilized to contribute to both basic education and Chapter 1 programs.	Factors such as geographic isolation are seen by program and facility administrators as a deterrence from substantive community, regional involvement in the education program.
	Special funds are earmarked for supportive services and may include full or partial funding by Chapter 1.	Funding for supportive services receives low priority.

Effective Practices	Common Practices
Comprehensive libraries containing a wide variety of reference materials reflecting the multi-cultural background of students increase the use of materials thereby enhancing teacher efforts in comprehension while promoting self-esteem.	Libraries contain dated collections and reference materials. Materials are limited and do not reflect a variety of interests or the multi-cultural backgrounds of the student population.
Inter-library loan programs supplement in-house collections.	Libraries depend solely on in-house collections for providing reading materials for students.
Facilities cooperate with home schools through the exchange of records and aligning programs with original programs. Credits earned at the facility are transferable to public schools. New courses are added based on input from teaching staff (e.g., life skills).	Little or no communication or exchange of information with community schools occurs. The institution's courses or the offerings are not aligned with the state's course requirements for high school graduation.